

Emmitsburg Comprehensive Plan
A General Plan for Emmitsburg, Maryland

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Chapter 1: Introduction

Purpose and Intent

This update of the Town of Emmitsburg Comprehensive Plan is a manifestation of commitment to responsible and active management of growth and development. The need for this plan is based in the logic that responsible and proactive management of a community's growth and development is preferable to reaction and loss of resources. Growth creates both opportunities and constraints to which a Comprehensive Plan provides anticipation and response.

The Comprehensive Plan is an official public document prepared by the Emmitsburg Planning Commission and adopted by the Mayor and Town Commissioners. The Plan is a long-range guide for land use, transportation, housing, economic development, community design, community facilities and services, and Environmental/Sensitive Areas Protection. It is used to guide public policy and development decisions of the residents while protecting the quality of life that makes Emmitsburg a special place to live, work or visit.

The Comprehensive Plan and Comprehensive Land Use Map set the policy which guide land use decisions, although the Plan is not a development ordinance. The majority of the Comprehensive Plan policies focus on the next twenty years and provide guidance for development decisions. The Comprehensive Plan establishes the framework and basis for the Town zoning and subdivision regulations. The Goals and Policies of this Plan are implemented through the regulatory and funding decisions of Town, County, and State officials with the cooperation of the residents and business community. The policies can be amended as new information becomes available without straying from the major goals of the Plan.

This Plan is a "living document" and should be reviewed and updated on a regular five-year basis. The implementation documents, including the zoning ordinance, subdivision regulation, and design standards shall be updated also on a five-year basis to reflect the goals and policies of the Comprehensive Plan.

Benefits of the Comprehensive Plan

The Comprehensive Plan lays the foundation for the consistent application of recommended growth management strategies and policies. If respected and followed, this Plan will help to balance the needs and desires of the community with the management and protection of the Town's resources, while seeking to accommodate the Town's financial constraints. The Plan also embodies the principle that a balance should be maintained between cultural and environmental protection and economic development.

The Comprehensive Plan is not a law or ordinance. It is, however, a public policy document forming the legal basis for any future land use ordinances. In order for local ordinances regulating land use to be valid, they must be adopted in accordance with a locally adopted plan that is based upon and includes appropriate studies of the location and the extent of the present and anticipated population, social, economic, and environmental resources, and the current issues and concerns of the community.

Once the Plan is adopted, no new street, structure, utility, square, park or other public way, grounds, or open space or public buildings for any use, whether publicly or privately owned, may be constructed or authorized until the location, character and extent of it have been submitted to the Planning Commission for review and comments as to the compatibility of the proposal with the comprehensive plan of the community. This ensures that future growth and development within Emmitsburg will be conducted in a rational manner that complies with the goals and policies in adopted Comprehensive Plan and with the adopted Comprehensive Plan Map.

Authority for the Plan

The Comprehensive Plan is developed in accordance with Article 66B, Sections 3.05 through 3.08 of the Code of Maryland. The Maryland Economic Growth, Resource Protection, and Planning Act of 1992 amended Article 66B and includes specific planning elements, all of which are included in this document.

The Emmitsburg Planning Commission is responsible for preparing the Town Comprehensive Plan under the Code of Maryland, Article 66B, Section 3.05 which states: "... (I)t shall be the function of the Planning Commission to make and approve a plan... which shall serve as a guide to public and private actions and decisions to insure the development of ... property in appropriate relationships ...". The Code also states that the purpose of the Comprehensive Plan is that of "...guiding and accomplishing the coordinated, adjusted, and harmonious development of the jurisdiction..." (Reference Code of Maryland, Article 66B, Section 3.06).

The Economic Growth, Resource Protection, and Planning Act of 1992

On October 1, 1992, the Maryland Economic Growth, Resource Protection, and Planning Act of 1992 took effect. The Maryland Economic Growth, Resource Protection, and Planning Act of 1992 was prompted by statewide fiscal, environmental, and preservation concern and by issues related to sprawl development patterns, including the unprecedented loss of agricultural, environmental, and historical resources in Maryland over the past two decades. The Maryland Economic Growth, Resource Protection, and Planning Act of 1992 established a statutory framework which included the following:

The Seven Visions are a comprehensive set of guiding principles.

The Seven Visions describe how and where growth and development should occur, and call for a land and water stewardship ethic to guide individual and group action.

The following Seven Visions have been adopted as official State policy:

1. Development is concentrated in suitable areas.
2. Sensitive areas are protected.
3. In rural areas, growth is directed to existing population centers and resource areas are protected.
4. Stewardship of the Chesapeake Bay and the land is a universal ethic.
5. Conservation of resources, including a reduction in resource consumption is practiced.

6. To assure the achievement of 1 through 5 above, economic growth is encouraged and regulatory mechanisms are streamlined.
7. Funding mechanisms are addressed to achieve these visions.

This Comprehensive Plan is consistent with these principals.

Sensitive Areas Element - The Comprehensive Plan shall include a Sensitive Areas Element that contains goals, objectives, principles, policies and standards designed to protect, from the adverse effects of development, sensitive areas, including:

- a. Streams and their buffers;
- b. 100-year floodplains;
- c. Habitats of endangered and threatened species; and
- d. Steep slopes

(Codified at Section 3.05 (a)(1)(viii), Article 66B, Annotated Code of Maryland).

The Act also permits the Sensitive Areas Plan element to include other areas which the Town determines are in need of protection.

Land Development Regulations - The 1992 Planning Act requires adoption of a regulatory policy that will encourage development and economic growth in Plan-designated areas, innovative and cost-saving site design, and flexible development regulations to protect the environment (Codified at Section 3.05(a)(1)(vi), Article 6613, Annotated Code of Maryland).

Incentives highlighted by the Planning Act to guide the physical form of development to accommodate both planning growth and environmental protection include:

- Use of density bonuses to achieve higher levels of environmental protection.
- Use of relaxed yard setbacks to permit a structure to locate outside of a stream buffer or away from steep slopes.
- Use of narrower roads, flexible bulk standards, innovative design, pedestrian paths and sidewalks, larger community open spaces, creative storm water management, and tree plantings to minimize environmental impacts and enhance the surrounding community.
- The requirements in the Planning Act calling for streamlining, flexibility, and innovation should be factored into planning and regulating sensitive areas as well as for other environmental resources located within plan-designated growth areas.

Plan Preparation

The update of the Emmitsburg Comprehensive was directed by the Emmitsburg Planning Commission with assistance from the Emmitsburg Economic Renewal Commission. The preparation of the Plan and maps was by David T. Whitaker, AICP, Principal Planner 11 under the direction of Edward P. Gorski, Chief of Comprehensive Planning and James R. Shaw, Director, Frederick County Department of Planning and Zoning.

Comprehensive Plan Adoption Procedures

1. According to State Law, preparation and approval of the Plan is the responsibility of the Planning Commission. The Planning Commission recommends the Plan to the Mayor and Town Commissioners as a guide for the coordinated, adjusted and harmonious development of Emmitsburg and its environs.
2. Prior to recommendation for adoption by the County Commissioners, the Planning Commission must hold at least one public hearing after giving at least 60 days notice. State and local jurisdictions responsible for the finance and construction of public improvements necessary for implementation of the Plan must have access to copies of the proposed plan for comments 60 days prior to the public hearing.
3. After adoption of the Plan by the Mayor and Town Commissioners, the Planning Commission must review all proposed development plans to determine the consistency of street, squares, parks, public open space, buildings, structures and public or privately-owned utilities with the Plan.

Document Structure and Time Frame

This Plan will serve as the guide for future land use growth and development of the Town for the next five to twenty years.

In addition to the descriptions of Emmitsburg's history, physiographic environment, and demography, the following issues are examined in terms of existing conditions and trends, problem issues, goals/objectives/policies and implementation:

- The 1974 Emmitsburg Comprehensive Plan
- Community Demographics
- Land Use and Zoning
- Transportation
- Housing
- Economic Development/Renewal
- Community Design
- Community Facilities
- Environment/Sensitive Areas

Once the Plan is adopted, the Town must respond to this updated version by reviewing ordinances, maps, priorities and programs to see that they further the achievement of the goals/objectives/ policies identified through this process.

Future Update Process

Comprehensive Plan Recommendations should be subjected to a continuous process of review and update to assure that they are responsive to the major problems and needs of the time. The Planning Commission should review the Plan every five years. After completing their review, the Planning Commission is charged with making a recommendation to the Board of Town Commissioners regarding possible revision or amendment of this Plan.

Chapter 2: The 1974 Comprehensive Plan for Emmitsburg

The 1974 Comprehensive Plan for Emmitsburg represented the first effort to establish planing and zoning controls in the Town of Emmitsburg. The Plan was comprehensive in scope and included policies and recommendations concerning future physical development.

The 1974 Plan emphasized maintaining the unique character of Emmitsburg, while promoting economic growth, enhancing community appearance, providing for planned public facilities at a reasonable cost, and creating additional public and private open spaces and recreation areas.

Goals and Policies

1. Maintain the community as a clean, attractive place to live;
2. Improve, where indicated, the community transportation system;
3. Provide all residential areas of the community with easily accessible recreation Facilities for all age groups;
4. Provide for a complete community with a balance of industry, commerc and homes;
5. Pace the growth of the community with its ability to provide services at a reasonable cost.

Land Use:

- A. High Density development will be limited to the area where it now exists, the historic residential section of the community.
- B. New commercial and industrial areas will be located on the periphery of the community.
- C. Natural features such as floodplains will be located on the periphery of the community.
- D. Development will not be allowed to place an undue burden on the ability of the Town to supply or pay for the services necessary for it.
- E. Areas of unique historic and cultural heritage will be preserved.
- F. Annexation will be based upon sound planning and economy.

Public Facilities:

- A. Public or private open space is a necessary part of residential development and its inclusion in development plans will be promoted.
- B. The local governing body will work with public and private groups to enhance the appearance of the community.
- C. The local governing body will endeavor to work towards having a complete educational package in the community as the population warrants.

Limited sewerage facilities will be based on the following priorities:

1. Facilities needed to serve the entire community.
 - a. Eliminate existing or potential health problems.
 - b. Recreation areas, swimming pools and the like.

- c. Schools, churches, philanthropic institutions.
- 2. Facilities designed to improve the economic base of the community.
 - a. Tourist industry.
 - b. Commercial and industrial employment generators who through their plans and designs indicate their desires to complement Emmitsburg's sense of community and unique character.
- 3. Residential developments
 - a. Residential projects that upgrade existing structures and/or properties in keeping with the character of the community.
 - b. Residential projects planned to promote diversity, good civic design, and generate a good healthful environment for its residents.
 - c. Standard residential projects that adhere to the letter of regulations rather than the spirit.

Transportation

- A. A major State highway by-passing the Town either north or south of the Town will not be supported by the local governing body.
- B. Flat Run Creek will not be crossed by any new Town street or extension.
- C. Where found unnecessary and hazardous, alleys will be prohibited to vehicular traffic.
- D. As vacant land develops, developers will be responsible for providing the necessary streets or parts thereof to accommodate the development of the community.

A: POPULATION PROJECTIONS FROM THE 1974 COMPREHENSIVE PLAN

It was noted in the 1974 Plan that population projections for small communities are problematic. "The result based upon many assumptions is often taken to be gospel when in fact if the results happen to be correct, it is more by chance than wisdom." The Plan's

population projection examined a variety of factors that could influence the population size of Emmitsburg: 1) Births vs. Deaths; 2) In-migration vs. Out migration; 3) Future of St. Joseph's College (the present site of the Federal Emergency Management Agency - National Training Center); 4) Water Supply; 5) Sewerage Facilities; 6) Highway Access; 7) Energy Curtailment; and 8) Employment Opportunities.

The 1974 Plan provided two population forecasts which were based upon two different assumptions. Projection No. 1 assumed a constant rate of growth based upon Emmitsburg's 1960-1970 growth rate of 12% (Trend Line Analysis). Projection No. 2 assumed that a number of projects which had then been approved by the Town would be completely developed and represent the majority of development. Neither projection accounted for future annexation areas.

The 1990 U.S. Census of Population indicated Emmitsburg's total population at 1,688 persons. This figure was below both 1990 population projections.

POPULATION FORECASTS FROM THE 1974 EMMITSBURG COMPREHENSIVE PLAN

Table 11.1

	1980	1990
Population Projection No. 1	1,716	1,922
Population Projection No. 2	1,900	2,600

Source: Comprehensive Development Plan - Emmitsburg, MD, 1974

C. ECONOMIC ENVIRONMENT FROM 1974 COMPREHENSIVE PLAN

The 1974 Plan described the two central economic factors in the Emmitsburg area to be institutional jobs related to the colleges of Mt. Saint Mary's and St. Joseph's, and agriculture. The Plan noted that, although there were no large agricultural industries in Town, agriculture in the Region supported many businesses in Emmitsburg.

D. LAND USE

The 1974 Plan reviewed existing land uses in light of population projections and future sewerage allocation estimates for the Town. This process resulted in generalized population projections, proposed capital facility improvements and an estimate of future land use needs.

It was assumed that construction of relocated US 15 as a limited access facility on the east side of Town would move development toward the eastern part of the community.

1. Action Areas - 1974 Comprehensive Plan

The 1974 Plan called for seven "Action Areas" in and around Emmitsburg these included:

- a. Proposed Community Park extending to Tom's Creek;
- b. Proposed Shopping Center west of US 15 and north of East Main Street;
- c. Proposed Single Family and Townhouse development directly west of the proposed Shopping Center;
- d. Proposed Major Travel Center west of US 15 and north of the proposed Shopping Center;
- e. Proposed Townhouse development on Irishtown Road;
- f. Proposed Townhouse development north of West Main Street near Warthen's Way;
- g. Viking Ventures, Inc. proposed recreational resort just outside of the corporate boundaries along Annandale Road and Mountain View Road.

Of the seven "Action Areas," six were realized to some extent. The sole exception was the Viking Ventures proposed recreational resort on the west side of Emmitsburg.

2. Future Land Uses - 1974 Comprehensive Plan

The Future Land Use section of the 1974 Plan called for a "historic residential" designation along segments of Main Street and the Town Square. The area designated "historic residential" was recommended for a future historic district. Low and medium density residential land uses were recommended for other sections of town, while higher densities were discouraged due to limitations with Emmitsburg's network of roads and alleys.

The center of Emmitsburg or "downtown" was recommended for commercial land uses so that "a considerable segment of the community can have convenience buying within walking distance." Other commercial uses were to be located "on the outskirts of the existing community," in order to "discourage traffic through the Town by those who do not wish it and thereby avoid additional congestion."

It was assumed that commercial uses on the fringes of Emmitsburg would draw potential tourists into Town to see the historic and religious sites. The Plan stated that "it is important these commercial areas be well done since they, for the most part, are the 'front door' of the community."

E. COMMUNITY FACILITIES - 1974 COMPREHENSIVE PLAN

The 1974 Plan's Community Facilities chapter reviewed the role and operation of school facilities, library facilities, protective services and solid waste management for Emmitsburg. Park and recreation uses, as well as the provision of community open space were not addressed in the Community facilities chapter, but were included in a separate Community Environment chapter of the 1974 Plan.

With the expected opening of the current Emmitsburg Elementary School, all public school facilities were projected to be below capacity through 1990. It was also noted the hours of operation for the Library were 27 hours per week and that effective Solid Waste Management remained an issue in Emmitsburg. No specific recommendations were made in these areas.

F. TRANSPORTATION - 1974 COMPREHENSIVE PLAN

The 1974 Plan recommended a variety of transportation improvements primarily consisting of several new road connections in the Emmitsburg area to improve traffic circulation in and around the Town. The Plan noted that public transportation was not yet feasible due to lack of population. The adopted specific road improvement recommendations were as follows:

1. A 60 ft. street between MD 97/East Main Street (present MD 140) and US
2. 1 5/North Seton Avenue. (This is the approximate alignment of Silo Hill Road.)
3. North Collector: Business 1 5/North Seton Avenue to MD 97/West Main Street. (This alignment approximates proposed Brookfield Drive.)
4. South Collector: Southern Business 1 5/South Seton Avenue to Annandale Drive. (This alignment would have crossed the current Community Park using Cedar Avenue. This alignment was never constructed.)
5. Annandale Road to MD 97/West Main Street. (This alignment was never constructed.)
6. Realign Irishtown Road to eliminate major traffic hazards.

7. Upgrade South Alley (current Lincoln Avenue) to serve as an alternative alignment for truck traffic in the eastern part of Town.
8. Upgrade Creamery Road to handle any substantial increase in traffic.

The Plan also recommended that no street cross Flat Run Creek because of problems with drainage, erosion, cost of bridges and continuity of a future linear park along the Flat Run Creek corridor.

G. COMMUNITY ENVIRONMENT - 1974 COMPREHENSIVE PLAN

The Community Environment chapter of the 1974 Plan effectively linked both parkland and open space within Emmitsburg as integrally related elements that help shape the overall environment of the community. This chapter examined the significance of predominantly undeveloped land within the Town both for park resources, but also for the invaluable contribution that "open space" gives to the overall character of Emmitsburg.

The 1974 Plan characterized the overall value of "open space" in the following manner:

"The benefits gained from open space are almost limitless, and many are interrelated and interdependent. Open space provides land for playgrounds, play fields, picnic areas, and other active pursuits. It can be enjoyably looked at and can also promote a feeling of privacy and spaciousness. Open space, if heavily forested, can provide cool air, buffer noises, act as an air purifier, and absorb carbon dioxide while providing more oxygen. Retention of rainfall run-off and providing areas for water storage or recharge are other possible functions of open space."

The 1974 Plan borrowed the Open Space Concept from the Frederick County Parks and Open Space Plan of 1970, which is described as follows:

Open space is any area, permanently designated and preserved in a predominantly undeveloped and natural state for a) the protection of natural resources, b) scenic, historic and natural beauty purposes, c) outdoor recreation activities (parks), d) the prevention of erosion, pollution and situation and for e) the protection of areas where high density development would be harmful to the public good.

The 1974 Plan adopted the following Park Quality Standards or design criteria which were to be used in the development of park facilities in Emmitsburg:

1. Any development should enhance the beauty of nature and be of good professional design. Natural materials such as wood and stone should be used in construction whenever possible.
2. Construction should be of high quality and built to last. The design and method of construction of park facilities can reduce maintenance costs and prolong the beauty and usefulness of buildings.
3. Landscaping is important in all types of recreation areas. The use of plant materials can help produce a desirable environment for recreation.
4. Whenever possible, facilities should be built in the public view or be well policed so as to prevent damage from vandalism.

The 1974 Plan adopted a set of guidance standards that were designed to secure a suitable conservation of resources during the process of development of a particular tract of land. The adopted guidance standards were not included in either the 1977 Emmitsburg Zoning Ordinance or the 1992 Emmitsburg Subdivision Regulations. This was unfortunate, since the guidance standards were never implemented in subsequent development projects in Emmitsburg as they were intended.

The 1974 Plan included the following Emmitsburg open space/recreational areas:

EMMITSBURG OPEN SPACE AND RECREATION AREAS (1974)

Table 11.2

	Lot Area	Recreation Area
Emmitsburg Elementary School	6.6 acres	3 acres
Emmitsburg Baseball Park	6.7 acres	6 acres
Catholic High School		
Sisters Convent, Parish Hall and Cemetery	1.86 acres	0.35 acres
Mother Seton Elementary School	15 acres	12 acres
Emmitsburg Community Park	59 acres	59 acres
TOTAL	89.16 acres	80.35 acres

EMMITSBURG CONSERVATION AND DEVELOPMENT GUIDANCE STANDARDS (1974)

Table 11.3

Area Description	Comments	Methods of Control
Natural Resource Areas Those areas where water, soil, vegetative cover and geologic resources warrant preservation.	Appropriate protection should be afforded those indispensable natural resources that constitute valuable open space.	Zoning, Special Regulations, Easement
Historic Building Sites Land on which a designated historic structure, or facility is situation or is to be reconstructed and preserved.	Appropriate protection of the site or area should be effected in accord with the nature of the facility or plans for complementary open space use.	Lease, Special Regulations, Easement, Fee Acquisition, Covenant, Historic Zoning
Historic Event Area A site or area designated as the location an historic event, activity or former structure.	Appropriate protection of suitable site or area should be effected in accord with the nature of the event or plans for complementary open space use.	Lease, Special Regulation, Easement, Fee Acquisition, Covenant, Historic Zoning

Vantage Point A location affording a unique or significant view of a scenic area.

Public access and accommodation should be provided whenever possible.

Lease, Covenant, ROW Easement, Fee Simple Acquisition

Floodplains, Marsh, Excessive Slope Areas

Those areas where development would be harmful to the public good.

The Natural Physical Characteristics Study recommends retaining these areas in an undeveloped state and should therefore serve as open space.

Special Regulation, Easement, Zoning

Development Buffer and Separator Areas

Areas which separate and divide incompatible development types.

Designation of areas that will provide appropriate protection, separation and buffering between development types.

Special Regulation, Lease, Covenant, Easement

Chapter 3: Demographic Element

Characteristics of Existing Population

Population Trends and Forecasts

As of January 1997, Emmitsburg's population was estimated to be 2,096 persons. This indicates that the Town grew by 544 persons, or a 35 percent increase, from 1980 through January 1997. The July 1995 housing estimate is 855 units and the average household size is 2.59 persons within the Town of Emmitsburg.

During the period from 1980 through January 1997, the average population growth rate for Frederick County municipalities was 67 percent. This figure reflects the high growth rates for the municipalities of Frederick City (71 %), the Frederick County portion of Mt. Airy (395%) and Walkersville (114%). Within the planning region, Thurmont experienced a 62 percent population increase from 1980 through January 1997.

Historically, Emmitsburg's population trends indicate very limited growth throughout most of the 20th Century. Emmitsburg experienced an increase of only 634 persons in the period between 1910 and 1990, including two decades with declining population rates (i.e., 1910-1920 and 1940-1950). The addition of 544 persons during the period from 1980 through January 1997 indicates a remarkable change in Emmitsburg's population trends in light of previous growth during the Twentieth Century.

Frederick County has also experienced consistent population growth since the 1920's, although the percentage has risen above 30% since the 1970's. This growth rate is primarily due to spill over housing demand from the Washington/Baltimore metropolitan areas. This trend is expected to continue through the Year 2020.

Since 1970, County growth rates have consistently been above 30 percent. Emmitsburg has only recently begun to reflect this trend, posting a 35 percent population gain from 1980 through January 1997. County projections indicate that Emmitsburg's population growth will exceed 34 percent through the decade of the 1990's, although Emmitsburg's population is projected to grow at a lesser rate through the Year 2010.

The Frederick Region is expected to continue to be the leading growth area within Frederick County into the next century. The New Market Region is also expected to experience a high rate of growth through 2010, fueled by growth in and around Mt. Airy and Lake Linganore. The Urbana Region is likely to experience substantial population growth, partially as a result of continued growth along the 1-270 corridor. This trend will also heavily impact the Adamstown and Walkersville Regions and will be felt by the other regions in Frederick County. The Thurmont Region is expected to grow at a more modest rate of 17.5 percent through the year 2000.

It should be noted that the 1995 adopted Thurmont Region Plan indicates substantial areas of potential growth within Emmitsburg's 20 Year Growth Limit Line. Under the Regional Plan scenario, a possible population increase of up to 5,600 persons over the next twenty years could occur in the immediate Emmitsburg area. Such a high

level of population growth for Emmitsburg is not anticipated in this Comprehensive Plan.

POPULATION CHANGE FREDERICK COUNTY & MUNICIPALITIES 1980-1997

	1980 Census	1990 Census	January 1997	Increase 1980-1/97	% Increase 1980-1/97
Brunswick	4,572	5,117	5,306	734	16%
Burkittsville	202	194	190	-12	-6%
Emmitsburg	1,552	1,688	2,096	544	35%
Frederick City	28,086	40,148	48,045	19,959	71%
Middletown	1,748	1,834	2,307	559	32%
Mt. Airy	540	1,497	2,675	2,135	395%
Myersville	432	464	883	451	104%
New Market	306	328	327	21	7%
Rosemont	305	256	263	-42	-14%
Thurmont	2,934	3,398	4,753	1,819	62%
Walkersville	2,212	4,145	4,737	2,525	114%
Woodsboro	506	513	803	297	59%
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Municipal Total	43,395	59,582	72,385	28,990	67%
Non- Municipal	71,397	90,626	110,660	39,263	55%
Frederick County	114,792	150,208	183,045	68,253	59%

Source: Frederick County & Municipal Building Permits, April 1997

Age Characteristics

The Town of Emmitsburg shares similar age characteristics with Frederick County as a whole. For example, residents who are age 17 or younger comprise 26.5 percent of Emmitsburg's total population. This figure is also true for Frederick County.

Chapter Three: Demographic Element

The largest segment of Emmitsburg's residents are between 25 and 44 years of age. This trend is also indicated for the County as a whole. Much of this cohort is indicative of first time homebuyers and families with school-age children. Additional recreational and educational facilities should be considered to meet current and projected population increases by young families.

Table 111.2 FREDERICK COUNTY POPULATION PROJECTIONS 1980 – 2010

	1980 Census	1990 Census	January 1997	Projected 2000	Projected 2010
TOTAL	114,792	150,208	183,045	203,170	243,600

Source: U.S. Census & Frederick County Planning Department, April 1997

**Table 111.3 HISTORIC AND PROJECTED POPULATION GROWTH - 1900 - 2010
TOWN OF EMMITSBURG & FREDERICK COUNTY**

Year	Town of Emmitsburg		Frederick County	
	Population	% Increase	Population	% Increase
1900	829		51,920	
1910	1,054	24.1%	52,673	1.5%
1920	940	-10.8%	52,541	-0.2%
1930	1,235	31.4%	54,440	3.6%
1940	1,412	14.3%	57,312	5.3%
1950	1,261	-10.7%	62,287	8.7%
1960	1,369	8.6%	71,930	15.5%
1970	1,532	11.9%	84,927	18.1%
1980	1,552	1.3%	114,792	35.2%
1990	1,688	8.8%	150,208	30.9%
2000*	2,273	34.7%	203,170	35.3%
2010*	2,495	9.8%	243,600	19.9%

Sources: U.S. Census, Frederick County Planning Department and Maryland Office of Planning

* Population Projections - Frederick County Planning Department

Chapter Three: Demographic Element

Residents who are age 65 and above comprise 11.4 percent of Emmitsburg's total population, whereas the same age cohort in Frederick County comprises only 9.5 percent of the County population. It is projected that the percentage of Emmitsburg residents age 65 and above will increase over the next two decades. The planning process should take into consideration the needs of retired and elderly residents in terms of pedestrian accessibility, emergency services, transportation and recreational opportunities.

**Table 111.4 AGE CHARACTERISTICS - 1990 CENSUS
TOWN OF EMMITSBURG & FREDERICK COUNTY**

Age Group	Town of Emmitsburg	Percentage	Frederick County	Percentage
0 - 5	139	8.2%	11,902	7.9%
5- 17	309	18.3%	27,829	18.5%
18 - 20	63	3.7%	6,826	4.5%
21 - 24	124	7.3%	8,798	5.9%
25 - 44	794	35.2%	53,626	35.7%
45 - 54	139	8.2%	16,045	10.7%
55 - 59	61	3.6%	5,642	3.8%
60 - 64	67	4.0%	5,331	3.5%
65 - 74	114	6.8%	8,475	5.6%
75 - 84	61	3.6%	4,342	2.9%

85 +	17	1.0%	1,392	0.9%
TOTAL	1,688		150,208	
Under 18	448	26.5%	39,731	26.5%
65 Years +	192	11.4%	14,209	9.5%

Source: 1990 U.S. Census, Maryland Office of Planning

Planning Implications of Emmitsburg's Demographic Trends

Development pressure will need to be balanced by concerted planning in order to identify and accommodate the growing population. The full implications of the projected growth in and around Emmitsburg needs to be anticipated in order to develop planned responses.

The January 1997 population of Emmitsburg is estimated at 2,096 persons. With population projections in the area of (and possibly exceeding) 2,500 persons by 2020, evaluation of the impacts of growth on the Town must take into account the Town's service base and include areas outside of the existing corporate limits.

Population growth in Emmitsburg and its immediate vicinity will place new demands on local community services and facilities such as fire protection and law enforcement, the transportation network, water and sewer, education and library facilities, recreation facilities, and open space areas.

Emmitsburg is impacted by growth in Frederick County, in south central Pennsylvania, and throughout the entire region. Thus far, most of the growth in both the Town and the region is in the residential sector, although substantial acreage exists east of US 15 within Emmitsburg to further develop the local employment base. Emmitsburg has the largest amount of employment-designated land in northern Frederick County, which can be serviced by water and sewer.

Residents who are age 17 or younger make up over one quarter of Emmitsburg's total population. In addition, nearly 36 percent of Emmitsburg's residents are between 25 and 44 years of age. Expansion of recreational, educational and library facilities should be a priority to meet current and projected population increases by young families and children.

Since it is projected that the percentage of Emmitsburg residents age 65 and above will increase over the next two decades, special consideration should be given to the needs of retired and elderly residents in terms of pedestrian accessibility, emergency services, transportation services, library facilities, and recreational opportunities.

Chapter 4: Land Use Element

CHAPTER FOUR: LAND USE ELEMENT

A. HISTORIC DEVELOPMENT PATTERNS

In 1757, Samuel Emmit began to sell off small parcels of land in the vicinity of present day Emmitsburg. These lands were conveyed by patent from a larger land holding belonging to Charles Carroll which was known by name "Carrollsburgh." The earliest occupied hamlet in this area was initially known as "Poplar Fields" or "Silver Fancy."

Samuel Emmit laid out the original Town grid in 1785 and sold 35 acres to William Emmit, "wherein lots of the New Town called Emmitsburg are laid out." In 1787, William Shields purchased 106 acres adjoining the new town. This tract became "Shield's Addition to Emmitsburg," which includes much of the west end of the downtown area. Construction along Main Street began in the 1780's and has continued throughout the next two centuries.

Emmitsburg developed as a crossroads community since the Town was located along both north-south and east-west migration corridors. Migrating German and Scots-Irish settlers from South Central Pennsylvania and English settlers from Tidewater Maryland moved into the Emmitsburg area. The Town retains much of the cultural heritage from both German and English migration in the form of prominent surnames and place names.

In 1809, Elizabeth Seton moved to the area and established St. Joseph's College Catholic School on land immediately south of the Town of Emmitsburg. St. Joseph's College, one of the early Catholic institutions for women, and nearby Mt. Saint Mary's College established Emmitsburg as a nationally known center for Catholic education in the United States. Concurrent with the development of St. Joseph's College, Mother Seton also established the Sister of Charity at Emmitsburg, a Roman Catholic religious order associated with the Sisters of St. Vincent de Paul.

Emmitsburg began a period of extensive development from the early through the mid-19th Century. By 1823, the Town contained dry goods and grocery stores, as well as four principal taverns and assorted "tippling shops." The Town was estimated to have "about 700 inhabitants" at this time and have four doctors. John Armstrong, a nationally prominent early American long rifle gunsmith, was an early resident and businessman in Emmitsburg.

Emmitsburg developed in a compact urban pattern along a rectilinear grid of streets and alleys. By the mid-19th Century, the area of development extended from the fork in the road at the west end of Town to the 400 block of East Main Street. Black's Tavern, later the National Hotel or Emmit Hotel, was located in the fork of the road at the west end of the Town. The turnpike north of Main Street, the current North Seton Avenue, included a number of residences and a hotel, but was sparsely developed north of St. Joseph's Church. Immediately south of Main Street, the current South Seton Avenue area, was an industrial area that included Lewis Motter's tannery, a foundry, and a blacksmith shop. The foundry produced much of the decorative ironwork that can still be found in Emmitsburg.

Events that occurred during the summer of 1863 had a significant impact on the residents of Emmitsburg. The Emmitsburg Fire of 1863 began on June 16 and destroyed or damaged buildings on both sides of Main Street. The fire impact area extended from the Town Square to the 300 block of East Main Street and necessitated extensive rebuilding along East Main Street. Most of the current structures in the fire impact area along East Main Street date from the late 19th Century or later. For the most part, the newer structures retain the same scale and setbacks as the older buildings on West Main Street. In the weeks following the Emmitsburg Fire, residents were subjected to repeated incursions by both Union and Confederate cavalry and infantry who were either en route to or coming from the Town of Gettysburg, Pennsylvania, seven miles north of Emmitsburg. The pivotal Civil War battle of Gettysburg, which occurred July 1- 3, 1863, was the largest land battle ever to occur in the United States. Supplies and livestock were expropriated from homes and businesses in the Emmitsburg area and many buildings were used to house wounded combatants. The sound of artillery engagements at Gettysburg was reputed to have been heard at Emmitsburg.

In November 1875, The Western Maryland Railroad began service from Baltimore to Emmitsburg through Rocky Ridge. The Emmitsburg Railroad or "Dinky line" was located east of the foundry and paralleled the Frederick Turnpike, current South Seton Avenue. The Emmitsburg Railroad, which was financed in part by the Sisters of Charity at St. Joseph College, removed the need for the 16 mile round trip to Rocky Ridge for students and visitors to Emmitsburg. Railroad service from Rocky Ridge to Emmitsburg was discontinued in 1940.

Emmitsburg's appearance changed relatively little during the first fifty years of the 20th Century. Emmitsburg's rectilinear street and alley grid was extended north of DePaul Street and east toward Flat Run. In keeping with the older buildings along Main Street, construction in newer areas rarely exceeded two to three stories in height. Increased building heights were used in the principal structures in the Town Square, in religious buildings, and in school structures. Construction practices changed in the early 20th Century. Newer residences tended to be constructed in wood, whereas brick and log frame construction practices were predominately used by earlier generations along Main Street. Other changes included removal of the fountain and pump in the center of the Town Square and the shade trees on Main Street.

B. CURRENT LAND USE PATTERNS

Emmitsburg is a diverse, compact, and efficient community which has evolved and been maintained at a pedestrian scale. Residents typically walk throughout the Town. Emmitsburg has an easily accessible central core, featuring various restaurants, commercial, and professional services, which are interspersed among attached and detached residences. The central Town Square and assorted churches, and institutional uses along Main Street and Seton Avenue are landmarks that provide a sense of place and orientation to residents and visitors to Emmitsburg.

Since the mid-20th Century, Emmitsburg has witnessed a period of expansion which resulted in changes in the street design pattern and appearance of structures outside of the downtown area, although the historic fabric of downtown has remained relatively intact. Relocation of U.S. 15 in the 1960's from Seton Avenue to its current alignment west of Harney Road diverted much of the interstate vehicle traffic

from the downtown area. Subsequently, Emmitsburg has annexed large tracts of land area east of relocated US 15.

Over the past several decades, Emmitsburg has annexed land to the north, east, and west of the downtown area. New residential development within these annexation areas assumed a "suburban residential" pattern featuring detached single-family residences located on predominantly curvilinear streets with non-connecting cul-de-sacs. Residential and commercial land uses have been physically separated from one another through the application of municipal zoning regulations. Expansion of Emmitsburg's rectilinear grid system of streets and alleys occurred only in the area north of DePaul Street and east of North Seton Avenue. This occurred prior to 1960.

The large institutional uses south of Emmitsburg has thus far prevented expansion of the Town corporate limits towards Tom's Creek. The over 200 acres in institutional land use within the Town include St. Joseph's Provincial House of the Sisters of Charity and Mother Seton School. South of the Town boundary, the former St. Joseph's College was closed in the mid-1970's and subsequently converted to the Federal Emergency Management Agency - National Emergency Training Center.

In the downtown area, the historic street pattern has not been significantly altered and little new construction has occurred in the Main Street area. The Town Square and the downtown portion of Main Street are a mixed-use area featuring residential, office, and commercial activity in the same block and often in the same building. A combination of restaurant, retail, offices and non-professional services are concentrated in the Town Square area of Emmitsburg. This commercial core includes the businesses located in and around the Town Square intersection of Main Street and Seton Avenue. Interspersed among the commercial uses in downtown Emmitsburg are residential uses consisting of single-family attached row houses and apartments with some single family detached residences. Some residences along West Main Street date to the late 18th and early 19th Century. Some single-family detached housing is located on Main Street, although this form of housing is primarily located outside of the Main Street area.

In 1991, the Emmitsburg Historic District was listed on the National Register of Historic Places. The Emmitsburg Historic District, which encompasses most of Main Street and portions of North and South Seton Avenue, includes 216 contributing buildings and one contributing site. Commercial areas are located at various points along East and West Main Street and along South Seton Avenue.

A supermarket and restaurant are located in the commercial area at East Main Street and Silo Hill Road. A convenience store is located along West Main Street, east of Tract Road, at the west end of town. A commercial area with restaurants and some retail is located on the west side of South Seton Avenue south of the Town Square.

Residential areas outside of downtown include Emmit Gardens, located east of Flat Run and south of East Main Street. Emmit Gardens is a relatively "modern" residential subdivision which is located near to the downtown area. Other recent residential subdivisions are located north and west of the downtown area. These subdivisions include Northgate, located off North Seton Avenue; Silo Hill, located north of East Main Street and west of U.S. 15; and Emmit Ridge, located east of Irishtown Road abutting the Northgate development. Final subdivision plats have

been approved for both the Pembroke and Brookfield subdivisions, which are located northwest of the downtown area, between Tract Road and Irishtown Road.

Open space and parkland uses are located west of South Seton Avenue at the Community Park and swimming pool site, east of South Seton Avenue and south of Lincoln Avenue, and along Flat Run extending north of East Main Street.

Land areas east of U.S. 15 are predominantly agricultural. Less than ten singlefamily residences are situated along Harney Road. The spray irrigation fields associated with the Emmitsburg Waste Water Treatment Plant are located east of Creamery Road.

Industrial employment areas are grouped into one continuous corridor along US 15. This has several beneficial aspects for Emmitsburg. First, this configuration will allow maximum economic utilization of the major highways: US 15 and MD 140. Second, heavy truck traffic will be better contained in one part of Emmitsburg, as opposed to various locations throughout the Town. Third, potential negative environmental and aesthetic aspects of industrial development will impact far fewer persons than would be the case if employment areas were designated at various sites around Emmitsburg.

Outside of the Town boundaries, much of the MD 140 and Mountain View Road areas contain dispersed single family residences located in a strip development pattern. Many of these residences receive Emmitsburg public water service.

C. LAND USE SUMMARY

Over 232 acres of land are in residential use in Emmitsburg, comprising 31.5 percent of the Town's land area. Approximately 193 acres are in single-family residential use, while row and townhouse units make up over 9.2 acres. It is estimated that two family dwellings occupy 23 acres and multi-family housing comprises nearly seven acres.

Commercial uses occupy 41.4 acres in Emmitsburg. Over 20 acres are in various general commercial uses, including portions of downtown, while service commercial uses comprise 13.8 acres, and highway commercial uses comprise 6.9 acres. Land in industrial use within Emmitsburg comprises under seven acres. Limited industrial and office uses account for 4.6 acres while general industrial uses comprise 2.3 acres. Institutional land uses, including both public and semi-public uses, comprise 112.7 acres within Emmitsburg. Open space and park uses occupy 20.7 acres within the Town.

Agricultural and undeveloped land is the largest land use component within Emmitsburg, comprising over 344 acres. This includes planned office and industrial areas east of US 15 and acreage planned for the residential communities of Pembroke and Brookfield. Undeveloped land accounts for 46.7 percent of the land area within Emmitsburg.

D. EXISTING ZONING

Zoning is the primary tool to implement the land use component of the Emmitsburg Comprehensive Plan. Table IV-1 is an inventory of Emmitsburg's current zoning and acreage.

While Frederick County has maintained zoning in the Emmitsburg area since 1959, the first official Emmitsburg Zoning Ordinance was adopted in the 1960's. Since that time, Emmitsburg's Zoning Ordinance and Zoning Map have gone through numerous amendments to further refine and reflect municipal objectives.

Emmitsburg's current zoning inventory includes eleven districts. The largest zoning district in terms of land area is R-1 Residential which includes approximately 194 acres. The Open Space zoning district comprises 112 acres primarily incorporating the large institutional uses associated with the St. Joseph's Provincial House, the Sisters of Charity holdings at Emmitsburg. The ORI, Office Research District is also 112 acres in size, although presently undeveloped. The ORI District includes three significant farm parcels located west of Harney Road and south of Welty Road, as well as one seven acre parcel located east of U.S. 15 and Creamery Road.

Table IV. 1

ACREAGE BY ZONING DISTRICT

Town of Emmitsburg

Zoning District Acreage

- Village Zone 52.9
- OS, Open Space District 112.7
- R-1, Low Density Residential 193.2
- R-2, Medium Density Residential 66.7
- R-3, High Density Residential 16.1
- R-S, Residential Suburban 0
- B-1, Neighborhood Business 0
- B-2, General Business 60.8
- HS, Highway Service 32.2
- I-P, Industrial Park District 89.7
- ORI, Office Research District 112.7

Total Acres 737

1. Village Zone District

The VZ, Village Zone District, extends throughout the historic center of downtown Emmitsburg. The VZ District is a mixed-use district that permits a range of activities, including residential, neighborhood retail and services, and office uses, which are in keeping with the traditional uses to be found in the older areas of Main Street and Seton Avenue.

The residential setbacks in the VZ District do not promote design compatibility with the traditional layout of structures along most of Main Street and portions of Seton Avenue. While the VZ District is intended "to attain a general compatibility of exterior

design arrangement, texture and materials proposed to be used," the design standards for the VZ District include front yard setbacks of 25 ft. and side yard setbacks of 8 ft. for residential structures. In effect, new residential structures in the downtown area must be setback from the street as in all other residential zoning districts, although most existing structures in the VZ District are constructed up to the sidewalk or public way. In addition, existing residential structures in the VZ District that sustain damage exceeding 60 percent of their fair market value, cannot be reconstructed except through a variance from the Town Board of Appeals.

2. Open Space District

The OS, Open Space District, serves a variety of purposes. The OS District is intended to provide open space and parkland for natural beauty and recreational value. The OS District is also intended to preserve natural resources, prevent erosion, pollution, silting, and safeguard the health, safety, and welfare of persons and property by limiting development on excessive slopes, in floodplains or poorly drained land, or other areas where the lack of protection could prove costly to the community.

Permitted uses in the OS District include playgrounds, golf courses, cemeteries, wildlife preserves, and various public and private recreational uses. The OS District also permits institutional uses such as schools, churches, nursing homes, public buildings, and public works facilities.

Design standards for the OS District stipulate a 50 ft. front and rear yard setback and a 15 ft. side yard setback.

3. Residential Districts

Emmitsburg has four residential zoning districts: R-1 Low Density; R-2 Medium Density; R-3 High Density; and R-S Residential Suburban. Emmitsburg's residential zoning districts are oriented toward suburban neighborhood development with extensive front, side, and rear setbacks.

The R-1 District permits single-family detached residential uses on minimum 12,000 sq.ft. lots. The R-2 District permits single-family units on 8,000 sq.ft. lots, and two-family, and duplex units on 6,000 sq.ft. lots. In addition to the uses permitted in the R-2 District, the R-3 District permits multi-family - apartment or condominium uses. The R-S District is a low-density residential zoning classification designed to accommodate two lots to an acre (i.e., 20,000 sq.ft. lot size). Presently, no areas within Emmitsburg are zoned R-S.

Emmitsburg currently lacks any form of Traditional Neighborhood zoning district (or TND overlay district) with reduced front and side yard setbacks and lot widths. Current zoning does not allow any means to achieve traditional neighborhood design in Emmitsburg. This includes the Village Zone. The design standards for each residential district mandate 35 ft. to 40 ft. front yard setbacks, side yard setbacks between 10 ft. and 16 ft., and minimum lot widths between 60 ft. and 100 ft.

4. Commercial Districts

The B-1 Neighborhood Business District is intended for retail and service establishments in close proximity to residential zoning districts in a manner that will make them pedestrian friendly. With no front or side yard setbacks, the B-1 District removes parking from the front of commercial buildings, moving it to other portions of the property, giving the streetscape a more pedestrian friendly appearance. At present, no areas within Emmitsburg are zoned B-1.

The B-2 General Business District is a conventional auto commercial zoning category. It encourages suburban-style community shopping facilities designed primarily for auto access. In the B-2 District, commercial buildings are separated from the street and parking is provided in front of buildings. The B-2 District permits a larger range of commercial uses than B-1.

The HS Highway Service District is intended to provide for automobile needs and drive-in services of local traffic, including motels, restaurants, automobile service stations, and fire companies. Highway Service zoning is intended to be located at strategic locations on primary highways.

Table IV.2

ANNEXATIONS, 1980-1996, Town of Emmitsburg

Year	Name	Location	Acreage	Zoning
1985	Yazed	U/S of US 15, west of Harney Rd. & north of MD 140	44.45	Highway Service
1989	Carr/Sanderson	N/S of MD 140, east of Tract Rd.	59.18	R-1
1989	Reinhardt	W/S of Harney Rd.	44	I-P & B-2
1989	Delauter	NW/S of North Seton Ave., north of Federal St.	24.78	R-1 & R-2
1990	Walsh	S/S & E/S of Welty Rd. & W/S of Harney Rd.	136.29	ORI
1990	Waybright	NE corner of US 15 & Creamery Rd.	9.6	ORI
1990	Sponseller	E/S of Harney Rd., N/S & S/S of MD 140	5.25	HS

Table IV.3

**ZONING AND ACREAGE OF ANNEXED PARCELS
1980 -1996 - Town of Emmitsburg**

Zoning Acreage Percentage

- Office/Industrial 176.89 54.7
- Commercial 62.70 19.4
- Residential 83.96 25.9

Total Acreage 323.55 100.0%

Subdivision name	Location	Total Units		Unit	
		Approved	SF	TH	MF
Brookfield	W/S Irishtown Rd.	141	141		
Emmit Ridge	E/S Irishtown Rd.	88	80	80	
Northgate	NW/S North Seton Ave.	75	43		
Pembroke	E/S Tract Rd., N/S West Main St.	97	97		
Silo Hill	N/S East Main St., E/S Silo Hill Rd.	125	22	51	
Southgate	E/S South Seton Ave., S/S Cedar Ave.		(Pending)		
Total		526	383	59	

5. Employment/industrial Districts

The I-P, Industrial Park District is intended to accommodate both heavy commercial and light industrial uses, including warehousing and light manufacturing. The I-P District contains front and rear yard setbacks of 25 ft., but lacks clearly delineated industrial performance standards to reduce visual and environmental impacts to adjacent properties and roadways and to protect the health and safety of nearby residents.

The ORI, Office Research District is intended to provide for the development of office, research, and limited manufacturing uses in high visibility locations along major roadways. The ORI District also permits offices, accessory restaurants, and motels. The ORI District incorporates a set of performance standards which are designed to reduce visual impacts and environmental impacts to adjacent properties and roadways.

E. LAND USE TRENDS.

Since adoption of Emmitsburg's 1974 Comprehensive Development Plan, the Town has annexed land both north and east providing acreage for residential expansion and future employment uses.

A large amount of annexation activity occurred during the five-year period between 1985 and 1990, adding over 323 acres to Emmitsburg, as shown in Table IV-2. This represents a substantial increase in the pace of corporate expansion when compared to the twenty-year period from 1959 through 1979. Between 1959 and 1979, the Town annexed approximately 301 acres, including the St. Joseph's Provincial House property, and the present location of Emmit Gardens, Silo Hill, Emmit Ridge, and the site of the future Brookfield subdivision.

The annexations between 1985 and 1990 included nearly all of the acreage east of US 15 between MID 140, Harney Road, and Welty Road, as well as properties south of MID 140. Large properties were annexed to the north, including the site of the Northgate subdivision and the site of the future Pembroke subdivision.

A total of 526 new dwelling units have been approved in Emmitsburg's new major subdivisions (i.e., 25 lots and greater) since 1980. Of these, 72.8 percent have been single-family detached dwelling units. Town house/rowhouse units comprise 11 .2

percent and duplex units comprise 15.9 percent of the recently approved subdivision lots. No land has been subdivided for apartments or condominiums since 1980.

The location of different types of dwelling units that have been approved through the subdivision process sheds light on the future residential characteristics of Emmitsburg. Solely single-family dwelling units have been approved in the Pembroke and Brookfield development located in the northwest section of Emmitsburg between Tract and Irishtown Roads. Duplex units have been approved in the eastern and northern section of Town in the Silo Hill subdivision and in the Northgate subdivision. A limited number of town house/rowhouse units have been approved at Emmit Ridge and at Silo Hill. It should be noted that the Silo Hill subdivision incorporates both single-family and duplex units within its neighborhood design, effectively mixing these two types of residential units along the same streets.

F. COMMUNITY POLICY AREAS

The Comprehensive Plan incorporates the concept of Community Policy Areas as an organizing framework for land use planning and management in Emmitsburg. The Town and adjacent land areas within the County can be categorized into six community policy areas:

1. Historic Village;
2. Institutional Enclave;
3. Neighborhood Districts;
4. Employment Corridor;
5. Greenways; and
6. Gateways.

With the exception of Greenways, each Community Policy area is characterized by different mixes and densities of land uses, distinctive scale and design of buildings, and different street patterns, vehicular and pedestrian access. Policies are adopted in this Plan that establish the future land use characteristics in each of the Community Policy Areas.

The Community Policy Areas identify existing features and points of focus for different sections and neighborhoods throughout Emmitsburg. The Community Policy Areas are used as the basis for the land use goals and policies contained in this Plan. The land use goals and policies and the proposed land use map are intended to guide future land use activity throughout Emmitsburg for the next twenty years.

Each Community Policy Area is currently made up of or planned to contain specific development concepts. For example, in the Neighborhood District Policy Area, one type of permitted development is a Traditional Neighborhood. With this residential development concept, a developer has the option of proposing different residential types, as well as local commercial and service uses that would be located within a Residential Neighborhood Center. The size of the lots, setbacks, building bulk and density, and street pattern would conform with specific guidelines for a Residential Neighborhood Center. Also included in the Residential Neighborhood Center are ground floor commercial uses and second floor residential uses, a design concept which is long established in Emmitsburg's core Historic Village Policy Area.

Historic Village

The Historic Village Policy Area comprises the downtown core area along East and West Main Street, portions of North and South Seton Avenues, DePaul Street, and Federal Avenue. The Historic Village is characterized by the Main Street core of Emmitsburg with its distinctive and historic building styles, as well as adjacent residential areas that are designed in compact patterns in traditional rectilinear blocks. A mix of different land uses can be found in the Historic Village Policy Area, including commercial uses with housing located above shops, churches, the Fire Department and Town Offices, and various types of residential uses, including apartments, rowhouses, duplexes, and single family detached homes.

The Historic Village Policy Area contains a grid network of streets, alleys, and sidewalks that forms a set of interconnecting neighborhoods, permitting both pedestrian and automobile access throughout the downtown area. In much of the Historic Village Policy Area buildings are located up to or near the sidewalk and street. A system of alleys and on-street parking are used in much of the Historic Village to accommodate automobiles. Front yard driveways can be found along DePaul Street and north, but are not the norm in most of the Policy Area. The sidewalks are actively used by residents for travel throughout the community.

The Historic Village Policy Area is compact with a distinct physical identity, a mix of land uses, and a central area of community focus. Residential density near the Town Square is approximately eleven dwelling units an acre. Throughout the Historic Village Policy Area the residential density is greater than eight dwelling units per acre.

In terms of design, nearly all buildings in the central core of the Historic Village are constructed up to or near the sidewalks and display a variety of roof pitches, heights, and design characteristics, although most are two stories in height. The majority of higher density, smaller lots are located near to the town core and larger lots are located nearer the periphery of the Historic Village. The sidewalk widths, street trees, and parallel parking in the Historic Village serve as a buffer between pedestrians and moving traffic and promotes walking throughout downtown. The network of streets and alleys offers the possibility of multiple routes to destinations throughout the Historic Village. The Town Square is a mixed use area of restaurants, retail shops, and services with residential dwelling units on upper floors. The Town Square features structures up to four stories in height. It is the heart of the Historic Village and the center of the Emmitsburg community.

In terms of policy for the Historic Village, infill development should complement the building shapes, bulk, and setbacks that currently exists on adjacent, developed sites within this Policy Area. The entire Historic Village Policy Area shall utilize a Traditional Neighborhood Overlay District (i.e., TND) as a zoning tool to encourage compatible infill and new development. When infill development is proposed within the Historic Village Policy Area, the structure should be located adjacent to the sidewalk or public way, unless adjacent and abutting uses are setback from the public way. The new building should be designed to blend in with surrounding structures. Parking areas for commercial or service uses should be located either to the rear or side of the structure. Front yard parking for commercial, service, or mixed use buildings will not be permitted within the Historic Village Policy Area. Since Emmitsburg is a pedestrian community, sidewalks in the Historic Village should be designed to link with Emmitsburg's Greenways and trails network to permit greater access for residents throughout the community.

Institutional Enclave

The Institutional Enclave incorporates large land areas south of the Historic Village. This area is characterized by the large institutional buildings currently operated by the Sisters of Charity and the National Emergency Training Center, as well as Emmitsburg's Community Center and Community Park. Some of this area is within the current municipal boundaries, while some is outside of the Town.

The Institutional Enclave Policy Area includes extensive areas of open space, as well as the large structures associated with the Daughters of Charity religious order and the federal government. The Institutional Enclave includes most of the land area south to Tom's Creek. This area does not have an interconnecting road network, although pedestrian walkways occur throughout the Institutional Enclave. The pedestrian walkways are associated with St. Joseph's Provincial House, the Mother Seton Historical Site, the National Emergency Training Center, the Mother Seton School, Emmitsburg Elementary School, and the Community Park. These pedestrian walkways are designed to serve each specific use and rarely link with offsite pedestrian walkways. The sidewalk on the east side of South Seton Avenue, which extends south to the entrance of the National Emergency Training Center is principal pedestrian link to downtown. Lacking cross streets, most of the major land uses within this Policy Area use South Seton Avenue as their primary vehicular roadway, although the Community Park is accessed from West Lincoln Avenue and Mother Seton School from Creamery Road.

The area east of South Seton Avenue contains large expanses of grassy open space with occasional trees, although the area south of the National Emergency Training Center and in the stream banks adjacent to Willow Rill are wooded. The area immediately west of South Seton Avenue, including the Emmitsburg School site, contains few trees. The Emmitsburg Pool and adjacent ballfields are located in grassy open areas, while the Community Park is heavily forested from the ballfield area south to Tom's Creek.

The Institutional Enclave Policy Area has a distinct physical identity based upon the large religious and governmental uses and park and open space uses in this area. These areas serve as a scenic backdrop between the Historic Village and College Mountain. In terms of design, this area features several large multi-story structures that are located in nodes with peripheral parking areas and clusters of smaller structures, several moderate size public or religious buildings, ballfields, a pool site, and a large passive recreational area. The Institutional Enclave includes a nursing home which is an accessory use to St. Joseph's Provincial House.

New uses or infill development within the Institutional Enclave should complement those found on adjacent, developed sites. New uses should be designed to blend in with surrounding structures and should incorporate harmonious landscaping plans. Parking areas for permitted uses should be established either to the rear or side of the structure. Parking areas should incorporate effective landscaping plans. Designers should seek to reduce the potential impact of building size, exterior appearance, signs, and other features that can be seen from the public way. Outdoor lighting should be designed to reduce off-site glare to a minimum.

The transportation network shall include both pedestrian and vehicular circulation patterns that form safe and convenient linkages and permit pedestrian access to

downtown Emmitsburg. The pedestrian ways should be designed to link with Emmitsburg's Greenways and Trails network to permit greater access for residents throughout the Emmitsburg community.

Neighborhood Districts

The Neighborhood District Policy Area is located in sections of Emmitsburg that have experienced recent residential growth or are planned for future residential growth. Primarily located in areas north of Main Street, the Neighborhood District Policy Area also includes undeveloped tracts south of Main Street both east and west of the Community Park.

Emmitsburg's Neighborhood District Policy Area is comprised primarily of single family detached residences, although some duplex and rowhouse/town house units have been constructed in newer subdivisions. No commercial or service land uses have thus far been located in the Neighborhood District Policy Area. The residential density in the Neighborhood District Policy Area is less than the IT density in the Historic Village Policy Area. The Neighborhood District has an average residential density of less than 4.0 dwelling units per acre. Residential densities of 3.0 dwelling units per acre are evident in newer subdivisions that contain entirely single-family detached dwellings. For the most part, subdivisions within the Neighborhood Districts are homogeneous, consisting of the same type of residences, interspersed with an occasional neighborhood tot lot or park. In terms of design, the Neighborhood District Policy Area consists of homes that are setback from the street, usually with front yard driveways. Since few commercial or service uses have been established in the Neighborhood District Policy Area, residents generally rely on the automobile for short, convenience-oriented trips within Emmitsburg

The Neighborhood District Policy Area is characterized by existing or planned collector road alignments that serve systems of local roads and cul-de-sacs within residential subdivisions. Lacking side streets that are the norm in the Historic Village Policy Area, vehicles in the Neighborhood District Policy Area use the same point of entry to enter and exit residential subdivisions. Collector streets obtain vehicle traffic from local roads within subdivisions and route this traffic to key intersections. This can create high levels of vehicle traffic at some intersections and discourage pedestrian use of some key intersections. Most subdivisions, although not all, are served by sidewalks which connect with sidewalks that serve the downtown area. Sidewalks along roadways in individual subdivisions are intended to promote pedestrian access throughout Emmitsburg.

Mixed-use traditional communities are the preferred development pattern within the Neighborhood Districts. A Traditional Neighborhood Overlay District (i.e., TND) shall be included in the Zoning Ordinance and promoted through the use of development incentives within the Neighborhood District Policy Area. Mixed-use traditional communities shall be permitted to develop at densities from 3.5 to 6.0 dwelling units per acre, containing neighborhoods that are characterized by an interlocking grid pattern of streets and sidewalks, a variety of public parks and open spaces, and a generally rectilinear pattern of small blocks surrounding a Neighborhood Commercial Center or civic area. Additional residential density will be allowed for developments that provide extra on-site amenities, including added park land dedications and trail

linkages, pedestrian-oriented commercial neighborhood centers, and for developments that incorporate low impact environmental design concepts into subdivision and site plans. The Neighborhood Center is intended to provide a mix of different residential, service or civic uses and to serve as a convenient and pedestrian-oriented center for community activities and interaction. Pedestrian oriented Neighborhood Commercial Centers are an encouraged use in Traditional Communities.

Suburban neighborhoods, which are usually characterized by the use of cul-de-sac streets, minimal development of public spaces and a distinct separation of different uses, are not the preferred development pattern within the Neighborhood Districts, but will be permitted where such development has occurred in the past or where serious topographic considerations warrant their use. Suburban Neighborhoods shall be permitted to develop at a density of no less than 3.5 dwelling units per acre. Additional residential density will be allowed for developments that provide additional amenities, including extra park land dedications and trail linkages, pedestrian oriented open space, and for developments that incorporate low impact environmental design concepts into subdivision and site plans.

Residential Neighborhood Centers, with retail and service establishments, will be permitted and encouraged within new residential developments. The Residential Neighborhood Centers will be located within convenient walking distance of most neighborhood residents and will be a central focal point for the community. These Centers will have parking behind or beside the buildings, and will maximize the use of landscaping and pedestrian amenities, such as benches and bicycle racks, and feature a coordinated architectural scheme. Within Residential Neighborhood Centers, dwelling units shall be permitted above the ground floor commercial uses by right. Landscaped pedestrian commons areas are encouraged at all Residential Neighborhood Centers, permitting developers additional residential density through a streamlined development review process.

Pedestrian ways will be designed within both traditional communities and suburban neighborhoods within the Neighborhood District Policy Area to link parks, schools, civic areas, commercial areas, and other area of public use with Emmitsburg's Greenways and trails network. The pedestrian ways and trails networks will permit greater access to residents throughout Emmitsburg.

Employment Corridor

The Employment Corridor Policy Area comprises large undeveloped land areas located both east and west of US 15. This area is planned to contain Emmitsburg's office and light industrial uses, as well as some commercial uses associated with the US 15 and IVID 140 interchange. The Employment Corridor Policy Area encompasses Welty Road in the north, land areas east of Harney Road, as well as acreage extending south of IVID 140 and Flat Run creek, encompassing land on both sides of Creamery Road, both east and west of US 15. Approximately 95 percent of current employment/light industrial land in this Policy Area is undeveloped.

Within the Employment Corridor, local and regional office employment uses and light industrial uses are permitted and encouraged. These uses shall provide adequate landscaping, design features, and buffering to mitigate the impact of traffic, signs, noise, lighting, and odor to US 15 and other adjacent roads, as well as lessen the

impact on nearby residential uses. The exterior appearance of buildings, signs, and other features that can be seen from the public way are considerations in this Policy Area. Effective landscaping and screening of parking, storage, and loading areas are a priority. The transportation system in the Employment Corridor Policy Area shall incorporate both pedestrian and vehicular circulation systems that form a safe and convenient network and permit access to employment areas from downtown Emmitsburg. Pedestrian ways shall be designed to link with Emmitsburg's Greenways and trails network.

Outdoor lighting will be designed for effective nighttime use of facilities and to reduce off-site glare to a minimum. Appropriate landscaping and buffering that mitigates the impact of traffic, lighting, signs, noise, odor, and other emissions shall be incorporated into the employment areas along with tasteful, low-profile signage.

Commercial services, ancillary to employment or light industrial uses, such as printing shops, stationary supply stores, food establishments, repair shops, financial institutions or day care centers may be located within the Employment Corridor.

The employment/light industrial sites north of IVID 140 have accessibility problems which can be surmounted through the use of a Spine Arterial Road that will link Welty Road and IVID 140. The Spine Arterial Road will serve the center of the Employment Corridor and remove a substantial portion of traffic use from the eastern portions of Welty and Harney Roads, as well as from US 140. The Spine Arterial Road is intended to serve as a collector alignment through the northern portion of the Employment Corridor Policy Area and will route vehicle movements to the planned interchange at US 15 and Welty Avenue, crossing over US 15 and joining with Brookfield Drive to serve the north Emmitsburg area.

The undeveloped employment sites south of MD 140 have accessibility problems that may render their full development moot, unless Flat Run Creek is bridged. This area lacks an interconnecting road network, but is served by MD 140 to the north and Creamery Road to the south. The at-grade intersection of Creamery Road and US 15 is planned for closure in conjunction with future US 15 highway improvements. Likewise, a Spine Collector Road is planned for the southern section of the Employment Corridor to connect Creamery Road and MD 140.

The internal street network within employment areas should be a modified grid that is based upon central collectors or arterial roadways. The street and intersection network should be designed to accommodate heavy vehicle traffic and be designed for future transit access. Access to the Employment Corridor will provide safe and efficient movement of traffic into these centers, without impeding traffic movements along adjacent roadways. Generally, entrances to and exits from individual employment uses will be made onto spine roads that serve these areas. The spine roads will be designed to cause the least disruption to traffic on the major roadways serving the Employment Corridor. Employment centers will be designed to effectively integrate pedestrian access with Emmitsburg's street network and to allow non-vehicular access to employment areas by residents of the Emmitsburg community.

Greenways

Greenways are linear corridors of protected open space that serve a variety of purposes. Greenways provide excellent visual and sound buffers between

incompatible land uses and serve to enhance water quality by providing forested buffer areas (i.e., riparian buffers) next to streams, reducing the amount of pollutants that enter stream systems, while lessening both the costs and impacts associated with floods. Another significant attribute of Greenways is their ability to connect places, including homes linked to schools, shops, and employment areas, neighborhoods linked to parks, or smaller parks linked to larger open areas. In this way, Greenways offer opportunities for recreational use through the creation of a system of pedestrian trails throughout Emmitsburg.

The Town recognizes the importance of stream corridor protection as one type of Greenway. The Greenways Policy Area will establish riparian buffer areas along Emmitsburg's stream systems. The Town encourages that land in stream corridors be placed under permanent open space protection through either donation of permanent protective easements, fee simple purchase or through open space dedications through the development process. Where possible, the Greenways Policy Area will promote the establishment of a network of pedestrian trails that will link Emmitsburg's parks and recreation areas with other areas of public assembly throughout the Town. The Town will initiate an "Adopt a Stream" program to address issues such as water quality and litter control.

Priority shall be placed on linking the designated Greenway Policy Areas with pedestrian walkways, neighborhood trails, ballfields, and other park and recreation areas that currently exist or are planned in all policy areas within Emmitsburg.

Gateways

The Gateways Policy Areas are located along the major roadways leading into Emmitsburg. These comprise the portals or entrance ways into Town, as well as heavily traveled viewpoints of Emmitsburg.

The Gateways Policy Area will incorporate land uses and design elements that highlight the visual integrity of Emmitsburg or promote its scenic vistas. Appropriately designed commercial service areas will be permitted in most of the Gateway areas, excepting the US 15 Visitor Center which also serves in a Gateway capacity. Larger scale highway service uses, including lodging facilities, will be encouraged at present and planned US 15 interchanges. Protection of Emmitsburg's scenic vistas is a priority within Gateway areas.

Retail commercial, restaurant, lodging, and highway service uses shall be located in compact nodes in the Gateway Policy Areas. New commercial structures will not be spread out along roadways in a "strip development pattern" in the Gateways Policy Area. Commercial development should be clustered with buildings located close to collector or arterial alignments with screened parking areas located to the rear of uses. Structures and uses in the Gateway areas should provide design features that complement the character of prevailing architecture patterns in Emmitsburg and that serve to highlight the entrance points into the Town. Appropriate landscaping and buffering that mitigates the impact of traffic, lighting, signs, noise, odor, and other emissions shall be incorporated into the commercial node areas, along with tasteful, low-profile signage. Pedestrian and vehicular circulation systems in and around the commercial uses will form a safe and convenient network. Open space remainders within the Gateway Policy Areas not located in the compact commercial nodes shall be protected through easements to which the Town is a grantee.

The Gateway Policy Areas should be the location of park and ride facilities to accommodate commuter traffic. Park and Ride lots should be located near to current or proposed US 15 interchanges, but should not be the most prominent feature at the interchanges. The park and ride lot shall be appropriately landscaped and contain pedestrian amenities, including benches. Where feasible, the park and ride facility should be a "park like" in setting and not consist solely of an impervious asphalt or concrete surface.

G. LAND USE GOALS/POLICIES.

GOAL PROVIDE SUSTAINABLE AND HARMONIOUS LIVING AND WORKING ENVIRONMENTS AT A HUMAN SCALE, WITH A FULL RANGE OF HOUSING TYPES, INSTITUTIONS, AND PLACES OF EMPLOYMENT WHICH ENHANCE EMMITSBURG'S HERITAGE WHILE PROMOTING THE ECONOMIC POTENTIAL OF THE EMMITSBURG COMMUNITY AND REGION

POLICY Shape new developments that offer a mix of uses, pedestrian accessibility, visual character, parks and civic areas, and where the sense of place and community that is Emmitsburg's heritage can grow.

POLICY Mixed use development is encouraged in and around Emmitsburg to reinforce the traditional growth patterns, cut down on auto trips, minimize additional road improvements, and encourage walking to shopping, employment, and to schools and parks.

POLICY The Town encourages the development of a variety of housing types in an urban pattern of compact neighborhoods extending in a rational grid pattern from the historic village area.

POLICY Establish a Traditional Neighborhood (TND) Overlay Zoning District to encourage compatible new development in older

neighborhoods as well as for new developments within Emmitsburg. The TND Overlay District should be flexible with regulations for developers willing to undertake a TND project, including changed street widths, curb radii, building setback and yard requirements, building height and scale and parking requirements.

POLICY Traditional Neighborhood design concepts that complement and enhance Emmitsburg's historic development pattern will be the preferred land use standard of development. These patterns may be exhibited through:

1. Numerous connections to existing streets where an existing rectilinear street pattern is evident and connection possible;
2. An interconnected street network without cul-de-sacs and P-loop streets except where required for environmental or engineering reasons;
3. A rectilinear block (modified only where needed to address environmental constraints) pattern with compact lots, alleys, shall w front and side yard setbacks, and block sizes of 300 to 600 feet;
4. Sidewalks on all streets, providing interconnected access throughout the Town to shopping, parks, schools, public buildings, and businesses;

5. A compatible mix of residential and nonresidential uses, such as convenience and service establishments, churches, schools, and home occupation businesses;
6. A hierarchy of parks, squares or greens, and natural open spaces throughout the development, which may not serve in a dual use capacity for storm water management;
7. A central focal point consisting of any, all or a combination of park/village green; public facility such as a church, community center, recreational center, or neighborhood commercial uses;
8. On-street and alley access parking is encouraged over the provision of front yard parking and front yard curb cuts.

POLICY The residential density granted to a developer shall be a function of the developer's assistance in creating a design that accommodates environmental and historical features on the site, creates a fully functioning mixed-use community with a complement of public amenities for the development, and that complies with the goals and objectives of this Comprehensive Plan.

POLICY Community design standards and guidelines which preserve the natural and cultural resources of Emmitsburg will be implemented for new developments.

POLICY The existing commercial area of Emmitsburg will remain the Town Center and shall be the preferred, principal location of retail and service businesses, restaurants, and major civic uses.

POLICY Commercial and other non-residential structures should face the public street and will be constructed near to the front of the lot. Front yard parking is discouraged. Parking facilities at new non-residential structures should be located to the rear or side of the structures and not between the building and the street.

POLICY Structures and uses in the Gateway Policy areas should provide design features that complement the character of prevailing architecture patterns in Emmitsburg and that serve to highlight the entrance points into the Town. New commercial structures should not be spread out along roadways in a "strip development pattern." Commercial development in the Gateways Policy Area should be clustered with buildings located close to collector or arterial alignments with screened parking areas located to the rear of uses.

POLICY Appropriate landscaping and buffering that mitigates the impact of traffic, lighting, signs, noise, odor, and other emissions will be incorporated into the commercial node areas, along with tasteful, low-profile signage. Pedestrian and vehicular circulation systems in and around the commercial uses will form a safe and convenient network. Open space remainders within the Gateway Policy Areas that are not located in the commercial nodes will be protected through easements to which the Town is a grantee.

POLICY The Town encourages the coordinated design of employment centers that effectively integrate pedestrian access with Emmitsburg's street network. The internal street network within employment areas should be a modified grid that is based upon central collector or arterial roadways. The street network should be designed for future transit access.

POLICY The industrial density granted by the Town should be a function of the developer's assistance in creating a full complement of public utilities and facilities in conformance with the Comprehensive Plan.

POLICY Employment and light industrial uses will be extensively buffered and screened. Outdoor storage will be screened from view from nearby roads and residential areas. Parking and storage areas will be oriented so that, from adjoining roads, the building is the prominent feature on the site.

POLICY Employment uses should front on a collector or arterial road and have access to such a road without traveling through a residential area.

POLICY Commercial uses such as child care centers, computer and office supply stores, food establishments, and printing shops may locate in designated Employment or light industrial areas where they serve an ancillary function to the employment uses. The commercial uses shall be housed in office or industrial buildings and shall be accessible by roads and entrances serving the employment park.

POLICY All residential and non-residential development within Emmitsburg will be serviced by public water and sewer. Extensions of water and sewer lines to serve new developments will be the financial responsibility of the developer.

Chapter 5: Transportation Element

A. EXISTING TRANSPORTATION PATTERNS AND PROJECTIONS

ROAD NETWORK

The road network in Emmitsburg is characterized by various levels and types of streets, alleys, and highways that serve different purposes or that were constructed at different time periods throughout Emmitsburg's history to serve land uses and vehicle types other than those using the road network today. Emmitsburg's street, road, and highway network consists of the following: a traditional street grid system, featuring both a central intersection and a network of supporting alleys and minor streets; a southeast-northwest minor arterial highway that bisects the downtown (i.e., MD 140); a north-south freeway (i.e., US 15), which is in the process of conversion to an entirely limited access alignment; several rural local roads which have changed or are adapting to suburban or urban travel patterns; and newer subdivision streets with cul-de-sacs and loop roads that feed traffic to collector or arterial alignments.

Serving both regional and interstate vehicular traffic, US 15 in the Emmitsburg area handles over 10,000 average daily trips per day along its north south corridor. US 15 was relocated from Seton Avenue to its present alignment, east of downtown, in the late 1950's and was improved to a four-lane divided highway in the Emmitsburg area in the mid-1980's. Currently, the Emmitsburg community has four access points to US 15. These include one interchange located at MD 140; and three at-grade intersections at North Seton Avenue and Welty Road, at Creamery Road, and south of the corporate limits at South Seton Avenue and Old Frederick Road.

Vehicular traffic volume data and projections of future traffic depict two areas within Emmitsburg with present or future traffic capacity and vehicular mobility problems. These are: 1) the Main Street/MD 140 corridor, and 2) the Town Square intersection and South Seton Avenue.

Main Street/MD 140 Corridor: Currently, MD 140 is heavily used as an east-west through route to and from the Baltimore Region and south central Pennsylvania. Heavy truck traffic using the MD 140/PA 16 corridor has a negative impact on businesses and residences along Main Street. Both truck and automobile traffic using this highway travel through the center of Emmitsburg. Since few alternative alignments currently exist and none are planned to serve this corridor, through traffic along the MD 140 is likely to increase over the next two decades.

An important factor leading to increased use of MD 140 is the designation of this route by the State of Maryland as a highway in the National Highway System. In 1991, the U.S. Congress adopted a nation-wide system of roadway corridors designated the National Highway System as an integral part of the Intermodal Surface Transportation

Efficiency Act (ISTEA). The National Highway System is intended to supplement the Interstate System and this designation indicates an intent by the State of Maryland to enhance the capacity of the MD 140 corridor. A Major or Minor Arterial highway to serve as a through traffic bypass around Emmitsburg has not been planned, while a

collector alignment (Brookfield Drive) is planned for north Emmitsburg to serve future residential areas.

Town Square Intersection and South Seton Avenue: North-south vehicular traffic with origins in south central Pennsylvania use PA 16 to MD 140 to West Main Street, turning at the Town Square onto South Seton Avenue, and then to US 15. Vehicles from Fairfield and Carroll Valley, Pennsylvania that use this corridor generally turn at the Town Square to access US 15. Increased use of this corridor by single occupant vehicles has resulted in a peak hour traffic congestion problem in the heart of Emmitsburg at the Town Square. Continued residential growth in the areas of Fairfield and Carroll Valley, Pennsylvania will likely exacerbate vehicular traffic congestion in Emmitsburg, since widening of Main Street or expansion of the Town Square intersection are not feasible alternatives to the Town. To alleviate this situation, an alignment that bypasses Emmitsburg to the west and the south should be considered. A future southern bypass would serve to reduce traffic congestion in downtown Emmitsburg and reduce backups at the Town Square intersection, as well as along West Main Street and South Seton Avenue.

Bypass road alignments are not easy fixes to traffic congestion problems. They often offer a host of new problems to communities. In addition to the substantial costs involved in all aspects of constructing an entirely new road alignment, as well as the often several decade wait for the road to be constructed, bypasses often result in significant negative economic impacts on downtown business districts. As traffic is rerouted out of the downtown core, existing businesses often experience a loss in customers forcing many businesses to close or move from downtown to the greener pastures out near the new bypass. This situation is common and has led to deterioration of the economic base of countless downtown areas in small cities and towns across the nation.

The Thurmont Region Plan designates MD 140/Main Street as a Minor Arterial east of Harney Road and west of Tract Road. Between Harney Road and Tract Road MD 140/Main Street is classified as a Collector alignment.

CLASSIFICATION SYSTEM

Freeway/Expressway: A grade-separated roadway which provides interstate access, as well as access within the County. Typical design standards include right-of-way needs of 300 ft. or more. While not an interstate, US 15 is designated a freeway/expressway.

Arterials: Including both Major Arterials and Minor Arterials, these highways provide inter and intra-county access to and from freeways and through rural areas. Typical design standards include right-of-way needs of 150 ft. for a Major Arterial and 80 ft. for a Minor Arterial.

Collectors: These alignments collect vehicle traffic from local roads serving residential neighborhoods and rural areas and distribute to the arterial and freeway system. Typical right-of-way for a Collector alignment is 60 ft.

Local Roads: These roads provide direct access to adjoining land and properties and feed into roads with higher functional classifications. Typical right-of-way for a local road is 50 ft.

Bikeways: These include bike lanes that comprise a portion of a roadway and are designated by striping, signs, or other pavement markings and bike paths which are physically separated from vehicular traffic by open space or a barrier, either within the road right-of-way or within an independent right-of-way. Right of way needs vary with the type of facility.

MAJOR STREETS AND ROADS

US 15 is a major regional freeway which runs north/south on the east side of Emmitsburg. US 15 is a four-lane divided freeway. Access is provided to and from US 15 at North Seton Avenue/Welty Road, MD 140/East Main Street, Creamery Road, and at South Seton Avenue/Old Frederick Road. An interchange exists at MD 140/East Main Street. Access at the other points is provided through at-grade intersections.

MD 140/East and West Main Street is a two lane roadway that is designated as a Collector from Tract Road to east of Harney Road and as a Minor Arterial outside the Town Limits. This route provides important circulation through Emmitsburg and is a designated alignment in the National Highway System. The US 15 interchange is a partial cloverleaf design east of US 15. Access to US 15 from the west is through a residential area.

South Seton Avenue is a two-lane Collector alignment which carries north/south traffic from US 15 and Old Frederick Road to the Town Square in downtown Emmitsburg. The bridge crossing Tom's Creek is constrained and lacks sufficient space for pedestrian or bicycle access.

North Seton Avenue is a two-lane Collector alignment which extends from the Town Square to US 15 at Welty Road. It provides important access to downtown Emmitsburg from the north.

Creamery Road is a two lane local road that extends both east and west of US 15. Creamery Road connects East Main Street/MD 140 and US 15. Creamery Road is not continuous at US 15. Traffic is rerouted from Creamery Road onto US 15 and cannot continue on Creamery Road.

DePaul Street is a two lane urban local road that extends from North Seton Avenue, 350 ft. north of the Town Square, to the west side of Flat Run Creek.

Federal Avenue (North) is a two lane urban local road that extends north from East Main Street, 850 ft. east of the Town Square, to North Seton Avenue.

Harney Road is a two lane rural Collector road that extends from MD 140, east of US 15, to the Carroll County line.

Welty Road is a rural two lane local road that extends from Harney Road to US 15 at North Seton Avenue.

Silo Hill Road is a two lane Collector road that extends north from East Main Street/MD 140 west of US 15. Future extensions of Silo Hill Road are intended to connect with North Seton Avenue and Brookfield Drive to the north.

Brookfield Drive is a two lane Collector alignment that is planned to extend across North Emmitsburg from Tract Road, north of MD 140/ West Main Street, to a future interchange at US 15/Welty Road. Western segments of Brookfield Drive near Tract Road have been platted, while the eastern segments are yet to be defined.

Irishtown Road is a two lane local road that extends north from North Seton Avenue to the Pennsylvania State line. Brookfield Drive is planned to cross Irishtown Road. Much of Irishtown Road is currently a rural local alignment.

Frailey Road is a short two lane Collector alignment that extends from West Main Street/MD 140 to Mountain View Road at Annandale Road.

Tract Road is a two lane local road that extends north from West Main Street/MD 140, west of Frailey Road to the Pennsylvania State Line.

Mountain View Road is a two lane local road that extends west from Frailey Road reconnecting with MD 140 south of the Pennsylvania State line.

Annandale Road is a two lane rural Collector alignment that extends west from Mountain View Road and Frailey Road to Hampton Valley Road turning south to Mount Saint Mary's College.

Old Emmitsburg Road is a two lane local road that extends west from South Seton Avenue to Annandale Road at Mount Saint Mary's College.

Hampton Valley Road is a rural two lane Collector road that extends west from Annandale Road, through the Emmitsburg Watershed north of Crystal Valley Road, to Eyler's Valley Road.

Crystal Fountain Road is a rural two lane local road that extends west from Annandale Road through the Emmitsburg Watershed to Hampton Valley Road.

TRAFFIC VOLUMES

Traffic volume data gives insight into the function of the various roads throughout the area. Low traffic volumes indicate whether the road primarily serves local traffic, while higher traffic volumes appear to indicate that the function of the road is more than just local access and includes some through traffic movements.

The accompanying Traffic Volume Map indicates some Average Daily Traffic (i.e., ADT) Volumes in the Emmitsburg area. This information is provided for key road links. Where available, the ADT's are provided between 1987 and 1995. Such past trend data does not necessarily mean that the same trends will continue into the future, although they provide a reliable estimate of traffic volume growth. Volume at any road link can increase dramatically due to new development traffic either at Emmitsburg or in nearby areas.

The US 15 freeway has the highest traffic volumes in the Emmitsburg area. Since 1989, ADT vehicle trips along US 15 increased by 2,1125 trips (116 percent) at South Seton Avenue; by 1,025 trips (110 percent) at Creamery Road; by 925 trips (9 percent) at MD 140; and by 650 trips (6 percent) below the Maryland-

Pennsylvania State Line. Lesser amounts of increase to the north appears to indicate that Emmitsburg may be either the origin, destination or through route of some of the vehicles using US 15.

Main Street/MD 140 and South Seton Avenue have the highest non-freeway traffic volumes in the Emmitsburg area. From east to west, vehicular traffic increased by 1,800 trips (52 percent) on MID 140 east of the Town corporate limits between 1989 and 1995; by 2,275 daily trips (35 percent) on East Main Street between 1989 and 1995; and by 2,150 daily trips (50 percent) on MD 140 south of the Pennsylvania line between 1989 and 1995. On South Seton Avenue, ADT volume increased by 2,400 trips (52 percent) in the four year period between 1991 and 1995.

It is estimated that the increases in traffic volumes on Main Street and South Seton Avenue are indicative of land use changes outside the Town limits. Major sources of increased traffic volumes are the continued development occurring in boroughs and townships in Adams County, Pennsylvania. While Emmitsburg's road system is affected by outside development, the Town has no control over development outside of its corporate limits.

LEVELS OF SERVICE

Level of service (i.e., LOS) is one way to describe road and highway adequacy. It is a standardized index that indicates the degree to which movement is restricted along a roadway. Traffic volumes and road capacity are two of the factors used to determine the LOS for a particular road segment. There are six Levels of Service:

- LOS A represents free, unobstructed movements;
- LOS C through E indicate increasing levels of movement restriction in terms of road capacity and the amount of vehicles using the road; and
- LOS F represents a forced flow beyond the capacity of the roadway.

Frederick County in cooperation with BMI, a transportation engineering firm based in Vienna, Virginia, has prepared a Countywide Traffic Study using the MINUTP computerized transportation model. The MINUTP transportation model incorporates recent Average Daily Traffic counts and information on households, population, and employment for a base year of 1995. The transportation model provides Average Daily Vehicle traffic count projections for the year 2020 on freeways, arterials, and collector alignments throughout Frederick County. The transportation model uses land use information to determine the number of automobile trips that are generated in a given area and the most likely route that the trips will follow. Average Daily Vehicle traffic counts along with the road capacity characteristics data are used to develop LOS data for the year 2020.

Table V.1

MINUTP TRANSPORTATION MODEL YEAR 2020 PROJECTED LEVEL OF SERVICE FOR EMMITSBURG HIGHWAYS

Projected Current

Name	2020 AD	Peak	LOS	LOS
MD 140 West of Emmitsburg	9700	873	E	D
MD 140 East of Emmitsburg	7800	702	D	C
MD 140 at Carroll County line	6700	603	C	B

Source: Frederick County Department of Planning and Zoning and BMI, November 1997

The LOS - D determination for MD 140 west of Emmitsburg indicates that this road is significantly congested, although service levels were not determined for morning and evening rush hours when vehicular traffic levels are at their peak. During the morning rush hour, MD 140 west of the Town Square is believed to be at LOS - E, exhibiting a very high level of traffic congestion. The LOS - C determination for MD 140 east of Emmitsburg indicates that this road segment has regular and non-congested vehicle flow. US 15 was determined to be at LOS - A indicating that this freeway exhibits free flowing and unobstructed traffic flow.

The segment of US 15 at Emmitsburg is currently operating at LOS A.

The existing County road network was used for the 2020 projection to establish a baseline and identify where traffic congestion problems are likely to occur if road improvements are not made. Future MINUTP transportation model runs for the Emmitsburg area could include new road connections or improvements to existing roads to determine the effect on projected levels of congestion.

The MINUTP transportation model projects that MD 140 west of Emmitsburg will be at LOS E in the year 2020. This indicates that this road segment will be a near failure to accommodate vehicle traffic. Long delays will likely occur should no other alignment be constructed to divert some portion of this traffic. Likewise, MD 140 is projected to be LOS D in the year 2020 without facility improvements in this corridor.

PROBLEM AREAS

The level of service determination and traffic volume data indicate that MD 140 west of the Town Square has a high level of traffic congestion. This poses a problem with any future residential development in the western areas of MW Emmitsburg, as well as along the MD 140 - Mountain View Road corridor.

Additional residential development in the western portions of Emmitsburg and also along Annandale and Mountain View Roads will result in much higher traffic levels in the Town Square area. This is a significant concern. Additional traffic will clog the already congested Town Square area and will lead to future traffic gridlock.

The following two solutions should be considered to forestall future traffic gridlock (i.e., LOS F) at the Town Square: 1) Construct a southwestern bypass around Emmitsburg. Such a bypass would have to bridge Tom's Creek at some point between the Town and College Mountain and connect with US 15 between the Town

and the College; 2) Limit additional residential growth in the western portions of Emmitsburg and along Annandale and Mountain View Roads areas.

Creamery Road currently has an at-grade access onto and from US 15. The Town desires to retain Creamery Road access to US 15. This access point to US 15 should remain open and available for use. Creamery Road serves as an access to and from an industrial employment area within Emmitsburg and it also serves as an emergency entry point into Emmitsburg. In times of flood emergency, including 1972 and 1996, Creamery Road has provided the only available access to and from US 15 for Emmitsburg residents and emergency vehicles. During these floods, South Seton Avenue, North Seton Avenue, and East Main Street were effectively closed to vehicular traffic. It is in the best interest of the Town to retain access to US 15 from Creamery Road in order to provide another travelway to and from the Town during flood events.

As with many towns which established prior to the automobile, the older streets and alleys are narrower than current road standards. Historically, buildings were constructed in close proximity to the traveled roadways leaving little room for road improvements. Increased motor vehicle traffic has increased the problem created by narrow roadways. Intersections of alleys and narrow streets are often problem areas. It is recommended that traffic management solutions be sought rather than road widening to deal with the road capacity constraints in downtown Emmitsburg.

PUBLIC TRANSIT

Frederick County operates the TransIT System which provides regular morning and evening fixed route bus service and para-transit service between Frederick and Emmitsburg. As of September 1996, the TransIT Emmitsburg Shuttle operated an "A.M. Shuttle" with stops in Emmitsburg, Thurmont, and Frederick and a "P.M. Shuttle" which reverses the morning route. The commuter-oriented Emmitsburg Shuttle has two stops in Emmitsburg, at DePaul Street (at 7:10 a.m. and 5:03 p.m.) and at the Jubilee Market at East Main Street/Silo Hill Road (at 7:11 a.m. and 5:07 p.m.). The Shuttle also makes four stops in Thurmont and five stops in the Frederick area. In terms of time, the A.M. Shuttle takes between 52 to 58 minutes for a trip from Emmitsburg to one of five locations in Frederick. The P.M. Shuttle is comparable in time for the reverse commute.

In September 1996, the TransIT system began operating a "Mid-Day Shuttle" between Frederick and Emmitsburg on Mondays and Wednesdays serving two stops in Emmitsburg: Up-County Family Support Center (at 9:00 a.m. and 2:40 p.m.) and at Federal Avenue and East Main Street (at 9:05 a.m. and 2:45 p.m.) The Mid-Day Shuttle also serves Thurmont, Woodsboro, and Walkersville, while allowing for special stops off the regular route that are scheduled 24 hours in advance. Wheelchair-accessible service may be requested also with 24 hours advanced notice. During FY 1996, TransIT averaged nearly 29 riders per day on its Emmitsburg Shuttle. Table VA provides TransIT Ridership for the Emmitsburg Shuttle, and the other TransIT Shuttle Routes from July 1995 through June 1996.

Table V.2

TRANSIT SERVICES OF FREDERICK COUNTY FY 1996 RIDERSHIP

SHUTTLE ROUTES

Month	Emmitsburg	Brunswick	Walkersville	DASH	MARC	Total
July	606	635	---	---	1,123	2,364
Aug	704	773	---	---	1,294	2,771
Sept	642	645	---	---	1,069	2,356
Oct 645	779	---	---	1,206	2,630	
Nov 593	789	119	119	1,144	2,764	
Dec 542	752	135	333	907	2,669	
Jan 542	662	128	330	872	2,534	
Feb 699	795	212	430	972	3,108	
Mar 647	775	199	494	1,092	3,207	
Apr 664	802	186	558	1,033	3,243	
May	609	738	184	583	989	3,103
June	573	699	178	446	818	2,714
Total	7,466	8,844	1,341	3,293	12,519	33,463

Source: TraT Services of Frederick County, 1996

Table V.1 shows levels of use for the Emmitsburg Shuttle that are nearly equivalent to the Brunswick Shuttle service, which serves the Brunswick MARC commuter rail system. These data indicate a level of demand along the Emmitsburg route for morning and evening commuter bus service and a potential for future expansion.

A formal Park and Ride site should be established within Emmitsburg to accommodate commuter parking, commuter bus traffic, and vanpools or carpools. The Park and Ride lot should be centrally located to accommodate both Emmitsburg residents and commuter traffic.

PEDESTRIAN-VEHICULAR CONFLICTS

Unobstructed pedestrian movement is an essential element in the quality of life in Emmitsburg. The ability of residents to walk along streets or cross at intersections without threat of injury is part of the character of the Town.

Certain areas in Emmitsburg are prone to motor vehicle-pedestrian conflicts and deserve attention. First among these areas is the intersection of East Main Street and Silo Hill Road. The East Main Street/Silo Hill Road intersection is a four-way intersection of a collector road and minor arterial. West bound vehicles on East Main Street approach this intersection on a down hill grade from the peak of the MD 140 bridge over US 15. A lack of traffic calming devices or signalization at the East Main Street/Silo Hill Road/East Main Street Extended intersection results in vehicular speeds estimated at 15 to 20 MPH above the posted speed limit. The result is that pedestrians are discouraged from crossing East Main Street at this location and slower vehicles crossing or entering East Main Street are often at risk.

The intersection of Harney Road and East Main Street/MD 140 poses similar problems resulting from excessive speeds reached by vehicles traveling over the US 15 bridge.

East and West Main Street and South Seton Avenue are in need of clearly designated pedestrian crossing areas to accommodate residents and visitors during periods of high vehicular traffic. With increased vehicular traffic, the Town Square area has the potential for increased pedestrian-vehicle conflicts. Safe pedestrian movements should be a priority at the Town Square. All improvements to the Town Square intersection should have the goal of safe pedestrian access and accommodate traffic calming techniques.

PARKING

Parking is a consideration in Downtown Emmitsburg since most of the businesses rely on adequate on-street parking to meet customer demand. Currently, on-street parking is provided on both East and West Main Street with metered parking. Other than metered parking, Emmitsburg does not currently manage the use of downtown parking.

There are currently 93 parking meters along East and West Main Streets. Meters are operated and enforced during the following hours: Monday through Friday - 9:00 a.m. to 6:00 p.m. and Friday and Saturday - 9:00 a.m. to 9:00 p.m. Meters are not enforced on Sundays and are not enforced on the following holidays: New Years Eve, New Years Day, Good Friday, Memorial Day, the 4th of July, Thanksgiving Day, Christmas Eve, and Christmas Day.

Some overflow parking for the Town Square and Main Street is presently accommodated at the Emmitsburg Antique Mall parking lot along Chesapeake Avenue, which can accommodate over 100 vehicles, although this is not formalized and no signage indicates this.

PARKING CONSTRAINTS

The availability of parking along Main Street and at the Town Square is tight. Additional parking spaces cannot be placed in the downtown area without the loss of

buildings in the downtown area. While additional parking is available at the Antique Mall, this lot is not visible from most of Main Street or the Town Square and is not heavily used.

A similar situation exists along South Seton Avenue, which has no on-street parking. Parking is provided on-site by the businesses in this area. Events in the South Seton area sometimes overwhelm the parking capacity in this area and motorists turn onto the side alleys to locate available parking. To alleviate this situation, the Town would be well served to purchase the lot across from Emmitsburg Motors and convert it into a public parking lot to meet parking needs in the area. A lot in this location would also serve the Town Square.

Currently, on-street parking near St. Joseph's Church on North Seton Avenue is difficult to locate on Thursday evenings due to a weekly religious event at the church. On-street parking is a concern in the area of DePaul Street, North Seton Avenue and Irishtown Road on Thursday evenings.

PEDESTRIAN AND BICYCLE CIRCULATION

Emmitsburg is a pedestrian friendly community. Residents can and do walk throughout the Town and motor vehicles are often a secondary consideration. This is accomplished through a well-maintained network of public sidewalks which connect the various areas of the Town. The sidewalks are used by residents and visitors alike and contribute to the "pedestrian friendly environment" of downtown Emmitsburg.

While sidewalks exist throughout most of Emmitsburg, in some areas the sidewalks are discontinuous or need to be improved. Main Street and South Seton Avenue have sidewalks in the downtown area, although along portions of South Seton Avenue the sidewalks are discontinuous. This is also true along portions of North Seton Avenue near Federal Avenue and the north side of West Main Street near the Rutters Store. An at-grade sidewalk was recently placed by the Jubilee Market along the north side of East Main Street near Silo Hill Road. The existing bridges in and around the Town do not effectively accommodate sidewalks.

Other areas that lack safe and adequate sidewalks and are in need of special attention are:

- West Main Street west to Tract Road
- North Seton Avenue from Provincial Parkway toward Irishtown Road South Seton Avenue near the Community Center
- Irishtown Road from Emmet Ridge south Frailey Road to West Main Street
- Old Emmitsburg Road to South Seton Avenue
- At the bridges on South Seton Avenue, East Main Street, and North Seton Avenue

Another viable transportation alternative for pedestrians and cyclists outside of the downtown area are roadside pedestrian paths or bikelanes. These can effectively link areas of high activity, including Mount Saint Mary's College and downtown Emmitsburg.

The Mount Saint Mary's College campus is an important origin and destination for pedestrians, joggers and bicycle traffic. Currently, joggers and cyclists use Emmitsburg Road and South Seton Avenue, both of which lack designated bicycle lanes and pose conflicts between pedestrians and cyclists. Another route for joggers and cyclists to and from the College is along Annandale Road to Frailey Road to West Main Street.

New residential, commercial, and employment development in Emmitsburg should provide sidewalks that link with the existing sidewalk system. This will continue Emmitsburg's "pedestrian friendly environment" as the community grows and remove the need for the unnecessary use of motor vehicles for local trips.

The Town should work with the State and the County to develop a system of pedestrian/bicycle trails and lanes utilizing the City Park, stream corridors and designated roadways. A greenway/trail connection should be made through the Community Park to Tom's Creek and to South Seton Avenue. Other corridors for establishment of greenways/trails are Flat Run Creek, Little Run, and Willow Rill.

B. TRANSPORTATION GOALS/POLICIES

GOAL 1 ESTABLISH A PATTERN OF LAND USE WHICH MAINTAINS THE LONG-TERM CAPACITY AND SAFETY OF EMMITSBURG'S STREET, ALLEY AND HIGHWAY NETWORK AND THAT PROVIDES FOR THE SAFE, STEADY FLOW OF VEHICULAR AND PEDESTRIAN TRAFFIC.

OBJECTIVE Reduce congestion in the Town Center and discourage through commercial truck traffic on Main Street and Seton Avenue.

POLICY Plan for and construct a northern arterial bypass that provides a route for through truck traffic north of Emmitsburg. This alignment should extend from MD 140 west of Middle Creek north to Welty Road, crossing US 15, extending from US 15 across to Tract Road and MD 140 north of Brookfield Drive.

POLICY Construct diamond interchanges along US 15 to serve the future northern arterial bypass alignment and Brookfield Drive at North Seton Avenue and Welty Road.

POLICY A southwestern collector alignment should be extended from Annandale Road to Scott Road to permit a western means of access from the Town.

POLICY Traffic management solutions should be sought rather than road widening to deal with road capacity constraints in downtown Emmitsburg.

OBJECTIVE Support continued transportation accessibility from US 15 into Emmitsburg.

POLICY Construct a diamond interchange at Welty Road/North Seton Avenue/future Brookfield Drive.

POLICY Construct a diamond interchange at US 15 and South Seton/Old Frederick Road.

OBJECTIVE Minimize pedestrian/vehicular conflicts.

POLICY Utilize traffic calming and traffic mobility techniques to reduce traffic speeds and increase pedestrian safety within the Town.

POLICY Implement design improvements including plantings, sidewalks, intersection crossings and curb cuts to provide safer pedestrian routes and support the predominant pedestrian character of the Town.

POLICY Implement intersection and/or signalization improvements in coordination with the State Highway Administration at the following locations:

- a. East Main Street and Silo Hill Road
- b. East Main Street and Harney Road
- c. Annandale Road and Mountain View Road
- d. d. Main Street and Seton Avenue

OBJECTIVE Retain access to US 15 from Creamery Road.

POLICY At-grade access to US 15 from north segment of Creamery Road should remain open and available for use as a means of access to and from the Town.

GOAL 2 PROMOTE A LINKED NETWORK OF SIDEWALKS, WALKING TRAILS, AND BIKE LANES/BIKEWAYS TO SERVE EXISTING AND PLANNED GROWTH AREAS, SCHOOLS AND EMPLOYMENT AREAS AS A SAFE AND EFFICIENT ALTERNATIVE TO MOTOR VEHICLE TRAFFIC WITHIN THE TOWN.

OBJECTIVE Enhance pedestrian and bicycle mobility both within the Town and with Mount Saint Mary's College campus.

POLICY Design and implement roadway, bridge and signage improvements for a pedestrian/bicycle trail or lane along South Seton Avenue and Old Emmitsburg Road, as well as along Annandale Road.

POLICY New residential, commercial or employment development in Emmitsburg must link to the Town's existing sidewalk system to continue Emmitsburg's "pedestrian friendly environment."

POLICY Develop a system of pedestrian/bi cycle trails and lanes utilizing the City Park, stream corridors and designated roadways.

POLICY Construct sidewalks to link the existing unconnected sidewalk sections within the Town.

GOAL 3 COMMIT TO SAFE AND EFFICIENT ALTERNATIVE MODES OF TRAVEL, INCLUDING REGIONAL COMMUTER BUS SERVICE, VAN AND CAR POOLS, AND OTHER VIABLE TRANSPORTATION FORMS TO REDUCE THE IMPACT OF HOME-TO-WORK COMMUTER TRAVEL VIA SINGLE OCCUPANT VEHICLES.

OBJECTIVE Encourage use of public transportation by residents and commuters and establishment of home businesses to reduce need to commute.

POLICY Establish a Park and Ride lot within Emmitsburg to accommodate commuter parking, commuter bus traffic, and vanpools or carpools. An Emmitsburg Park and Ride site should be designed initially to accommodate 75 to 100 vehicles. The site should be inventoried within three years of opening to determine whether the site should be expanded to accommodate additional vehicle parking.

POLICY Permit development of home-based businesses in Emmitsburg to reduce the need for residents to commute out of the Town for employment and reduce overall out-of-town vehicle trips.

GOAL 4 PROVIDE AMPLE AND SAFE PARKING FACILITIES WITHIN THE DOWNTOWN AREA TO SUPPORT THE NEEDS OF EMMITSBURG'S BUSINESS COMMUNITY.

OBJECTIVE Improve parking availability and the management of parking resources throughout downtown Emmitsburg.

POLICY Inventory both on-street and on-site downtown parking sites and perform an assessment of the present and future parking needs of downtown businesses and residents.

POLICY Begin a Parking Management Program to assist businesses, restaurants, tourists, and persons who patronize downtown businesses by providing accessible and affordable on-street parking, as well as overflow parking areas with directional signage.

Chapter 6: Housing

Providing housing options for all of Emmitsburg's citizenry is fundamental to the maintenance of a sustainable community environment within the Town. Emmitsburg is and will continue to be a community with a diverse mix of families, including both traditional and single households and a range of socio-economic characteristics. It is a community that long ago developed a variety of housing options to meet the needs of its residents. In order for Emmitsburg to retain its sustainable housing base as the community grows beyond its traditional boundaries, it will require that the pattern of residential development, including its design, density, location, and performance be planned to accommodate all of the residents of the community both now and over time.

Emmitsburg's primary housing goal is to assure that all existing and future residents can be served by a variety of housing opportunities, which are affordable, safe, and conveniently located to parks and recreational facilities, commercial services, educational and library facilities, and employment opportunities. To accomplish this goal, a range of housing prices and a diversity of housing opportunities should be provided. Housing opportunities should be available at prices that are affordable to ensure an economically diverse community. Housing for special populations shall be provided for the residents of Emmitsburg who require other housing needs. Emphasis shall also be given to increasing the level of home ownership within the Town to sustain the existing housing inventory.

A. EMMITSBURG HOUSING OPPORTUNITIES

The supply of a variety of housing opportunities, including unit types and prices is limited as a function of market dynamics. The Town does not exercise direct control over the housing market, however through the use of certain planning tools, such as by increasing the available densities in specific locations or reducing permit fees, the Town can encourage a broader mix of densities and promote different housing types and design concepts, which will also reflect a broader range of prices. The Town may encourage a range of price options that promotes housing affordability and economic diversity throughout the community.

To achieve this, the Town can allow higher densities in certain areas where adequate water, sewer, roads, parks, and other infrastructure are in place. The Town can permit and promote accessory, second story, garage apartments, and other affordable housing alternatives to provide for development of a variety of unit types at different price ranges.

Housing production involves both "hard" and "soft" costs. "Hard" costs include the cost of the land, site preparation, and construction and marketing of the completed product. The "soft" costs include financing, construction loans, bonds for site preparation, settlement costs related to the sale of the product, governmental fees, permits, development exactions, and amenities. Both the "hard" and "soft" costs are passed on to the consumer of the product, who is the purchaser or renter of the home. The Town can have a considerable impact on the "soft" costs and by reducing some of these "soft" costs, as well as the time period required to seek approval of a development, the Town can exert some influence over the type and cost of housing within the community. New affordable housing can be obtained through the use of development incentives that reduce governmental fees and costs, as well as the time

needed to obtain approval for a new development proposal. Reduction of fees and time lines for development approval are incentives that shall be used by the Town to award creative design options that provide a mix of new market-based housing and new affordable housing in new developments within Emmitsburg.

By providing areas with a mix of residential units and higher densities, in keeping with the established housing mix and densities within Emmitsburg's Town Center, the Town can influence the unit cost and, thereby, encourage the development of a wide range of unit prices, affordable to many socio-economic groups within the community.

B. EMMITSBURG HOUSING CHARACTERISTICS

As of January 1997, there were an estimated 862 housing units within the corporate limits of Emmitsburg. The 1990 Census identified 681 housing units within the Town. This represents an average increase of 27 housing units per year during the decade of the 1990's.

The following Town of Emmitsburg population and housing characteristic data were prepared in May, 1991 by the Maryland Office of Planning from the 1990 U.S. Census of Population (U.S. Department of Commerce). These 1990 housing data represent the most extensive housing information for the Town of Emmitsburg and, while dated, provide a relatively thorough assessment of Emmitsburg's housing and resident characteristics.

Table VIA

TOWN OF EMMITSBURG HOUSING CHARACTERISTICS (1990)

HOUSEHOLDS BY TYPE - Total Households 639

- Family Households (families) 466
 - Married-couple families 350
 - Percent of total households 54.8%
 - Other family, male householder 22
 - Other family, female householder 94
- Non-family households 173 - Percent of total households 27.1%
- Householder living alone 140
 - Householder 65 years and over 67
- Persons living in households 1,688
- Persons per household 2.64

RACE AND ORIGIN

- White 1,650
- Black 25
 - Percent of total population 1.5%
- American Indian, Eskimo or Aleut 5
 - Percent of total population 0.3%
- Asian or Pacific Islander 3
 - Percent of total population 0.2%

- Other race 5
- Hispanic Origin (of any race) 10
 - Percent of total population 0.6%

TOTAL HOUSING UNITS 681

OCCUPANCY AND TENURE

- Occupied housing units 639
- Owner occupied 314
 - Percent owner occupied 49.1%
- Renter Occupied 325
 - Percent renter occupied 50.9%
- Vacant housing units 42
- For seasonal, recreational,
- Or occasional use 3
- Homeowner vacancy rate (percent) 2.2%
- Rental vacancy rate (percent) 6.3%
- Persons per owner-occupied unit 2.72
- Persons per rental-occupied unit 2.57

UNITS IN STRUCTURE

- 1-unit detached 272
 - Percent of total 39.9%
- 1-unit attached 110
 - Percent of total 16.2%
- 2 to 4 units 145
 - Percent of total 21.3%
- 5 to 9 units 48
 - Percent of total 7.0%
- 10 or more units 88
 - Percent of total 12.9%
- Mobile home, trailer, other 18
 - Percent of total 2.6%

VALUE (1990)

Specified owner-occupied units 276

- Less than \$50,000 15
- \$50,000 to \$99,999 200
- \$100,000 to \$149,000 51
- \$150,000 to \$199,000 8
- \$200,000 to \$299,000 1
- \$300,000 or more 1
- Median (in 1990 dollars) \$85,300

ANALYSIS

Over half of the housing units within Emmitsburg were single-family housing units, as opposed to multi-family housing. The 1990 Census data indicate that 56.1 percent of Emmitsburg's housing base was either single-family attached or single-family detached units. Two to four unit structures made up 21.3 percent of the 1990 housing stock. It is not clear what percentage is representative of duplex or two-family housing units, a housing type that exists in many parts of Emmitsburg. Nearly 20 percent of the Town housing base was in multi-family housing of five or more units per structure.

Less than 50 percent of Emmitsburg's housing inventory were occupied by home owners. In 1990, rental housing units represented over half the available housing stock in the Town, while only 49.1 percent of housing was owner occupied. The low level of home ownership within the Town is assumed to have changed with the subsequent construction of 181 new, predominantly single family homes between 1990 and 1997 in Emmitsburg. Most of these newer homes are estimated to remain as owner occupied units.

The 1990 Census also indicated that 54.8 percent of the households within Emmitsburg were occupied by married-couple families. Of the 20.6 percent of households that live alone, 67 of these were householders 65 years and older.

A total of 97.7 percent of Emmitsburg's 1990 population were classified as white by race or origin. Persons identifying themselves as black in race or origin made up 1.5 percent, while persons identifying themselves as Hispanic made up only 0.6 percent of Emmitsburg's 1990 population.

It should be noted that during the decade of the 1990's, Emmitsburg has witnessed increased residential building activity, primarily in areas north of the Town Center. The increase in the housing stock is primarily reflected in single-family detached and duplex units. A limited amount of multi-family elderly housing has been constructed within the Town during this time period.

C. HOUSING AND COMMUNITY DEVELOPMENT NEEDS AND FUNDING

The Urban-Rural Recovery Act of 1983 requires that towns, cities or community groups applying for Community Development Block Grants (i.e., CDBG) must identify the specific community development and housing needs, including the needs of low and moderate income persons, and the activities to be undertaken to meet the identified needs. The Maryland Department of Housing and Community Development (i.e., DHCD) requires that a Housing and Community Development Plan be completed before disbursement of CDBG funds. The items necessary for DHCD compliance can be incorporated in appropriate policy statements in the Comprehensive Plan, as well as in future CDBG applications. The specific requirements established by DHCD for the Housing and Community Development Plan are as follows:

1. The Plan should identify a process to be used to identify community development needs and establish priorities and objectives. This process must include meaningful participation of local citizens, particularly those of low and moderate income.
2. The Plan and subsequent CDBG applications should describe community development needs in economic development, housing, and public facilities, including

the needs of low and moderate income persons, and priorities for responding to the needs.

3. The Plan and future CDBG applications must specify the planned activities to be undertaken to meet the identified needs.

4. The Plan and future CDBG applications should identify alternative projects to be considered for CDBG funding and provide the rationale for selecting the proposed project(s).

It should be noted that projects proposed in a CDBG application do not have to be the highest priority of identified community needs. The specific reasons, including the availability of other local, state or federal resources, which would justify submitting a CDBG application for other than the top-ranked community need must be stated in the CDBG application.

Applications for CDBG funding should highlight both the Need for additional housing opportunities and the Condition of the existing housing stock.

D. EMMITSBURG HOUSING DIVERSITY AND AFFORDABILITY GUIDELINES

The Town of Emmitsburg, recognizing the need to sustain a diversity of housing unit types and prices for current and future Town residents, establishes the following definition of Affordable Housing: Affordable housing in Emmitsburg means fulfilling the housing needs of Emmitsburg's residents with incomes ranging from 40 percent to 70 percent of the County median household income.'

The Town of Emmitsburg establishes the following Housing Affordability and Diversity Guidelines:

1. Generally, those residents with incomes at 70 percent of the median household income should be able to purchase housing. For sale units should be available at 2.5 times total income.
2. Generally, rental units should house residents earning 40 percent of the County's median income. The units should be available at annual prices equal to 30 percent of total income.
3. New developments shall provide for a diversity of housing types within the new communities and different unit types (i.e., single family dwellings, accessory apartments, duplexes or town/rowhouses, tc.) shall be integrated into the overall design of the new development reflecting the established design concepts evident in Emmitsburg's Historic Village Policy Area.

The 1995 Median Household Income for Frederick County was \$46,700.

The Town shall provide for affordable housing and a range of housing types through the offer of density bonuses for the provision of higher percentages of affordable units in development applications and through requiring that a percentage of all new residential construction meet the Housing Affordability and Diversity Guidelines. The

Town can also offer incentives for affordable housing production by expediting the review and approval process for moderately priced residential development projects.

Emmitsburg seeks to maintain the existing supply of owner occupied housing. Keeping people in the homes they own is a growing concern as existing Town residents are finding home ownership an increasing financial burden with the continuing rise in property values. The available stock of housing sheltering the lowest income groups is in danger of being depleted as property values rise and commitments to government housing subsidies are reduced. As such, the Town shall encourage the conservation and improvement of the existing supply of housing.

E. EMMITSBURG HOUSING GOALS/OBJECTIVES/POLICIES

GOAL 1 ASSURE THAT ALL EXISTING AND FUTURE RESIDENTS CAN BE SERVED BY A FULL RANGE OF HOUSING OPPORTUNITIES WHICH ARE AFFORDABLE, SAFE, AND CONVENIENTLY LOCATED TO PARKS AND RECREATIONAL FACILITIES, COMMERCIAL SERVICES, EDUCATIONAL AND LIBRARY FACILITIES, AND EMPLOYMENT OPPORTUNITIES.

GOAL 2 THE TOWN WILL INCLUDE THE MEANINGFUL PARTICIPATION OF LOCAL RESIDENTS, PARTICULARLY THOSE OF LOW AND MODERATE INCOME, IN THE DEVELOPMENT OF HOUSING PRIORITIES TO MEET THE NEEDS OF THE RESIDENTS OF EMMITSBURG.

Objective Create a full range of housing opportunities that provide affordable and sustainable housing options to all of Emmitsburg's residents

Policy The Town encourages a full range of housing types and innovative housing concepts to be developed in communities throughout Emmitsburg.

Policy The Town should establish an on-going process to identify community housing needs which will include the meaningful participation of local citizens, particularly those of low and moderate income.

Policy The maintenance, conservation, and improvement of existing housing stock in a manner supporting economic diversity within the community is to be encouraged.

Policy Reduction of fees and time lines for development approval are incentives that should be used by the Town to award creative design options in the development of new affordable housing in Emmitsburg.

Policy The Town should provide special incentives through the development process to stimulate the development of new housing projects when the applicant demonstrates the capacity to produce sustainable sale prices or rents which meets the Town's guidelines for affordable housing.

Policy Housing for special populations shall be provided for the residents of Emmitsburg.

Policy Dwelling units should be developed above businesses in n w commercial structures and retained on the floors above existing commercial operations within the Town.

Policy The Town should encourage the development of new housing that provides housing choices for persons of low or moderate-incomes that are located outside of areas of low-income concentration.

Chapter 7: Economic Development and Renewal

A healthy economy is essential to the continued growth of Emmitsburg. Without a strong economic base, Emmitsburg will not be able to implement the Town Comprehensive Plan, nor will the Town have the fiscal strength to provide the kinds of services desired by the existing and future residents. A healthy economy means more than just new jobs; it means increased incomes for Emmitsburg's residents, a welcome environment for existing and new businesses, and increased fiscal capacity and financial stability for the Town. The Town established the Emmitsburg Economic Renewal Committee to further the goal for a healthy economy and to promote a vision for the next twenty years in terms of Emmitsburg's economic base and business climate. The Economic Renewal Committee was charged with assisting in the development of the Economic Development and Renewal Element of the Emmitsburg Comprehensive Plan.

The Emmitsburg Economic Renewal Committee recognizes that one of the principal purposes of an economic development effort is to provide a sufficient tax base for continued growth and prosperity of the Town. Revenues raised from property taxes, sales taxes, permits and user fees contribute substantially funding a wide variety of infrastructure and public service investments. Operations as varied as public safety, water and sewer, street improvements, and parks and recreation are, to some extent, dependent upon continued growth and economic viability of the Town. The Emmitsburg Economic Renewal Committee also acknowledges that an effective economic development policy is one that integrates the existing economic and cultural resources of the Town with new economic investments in the area to create a sustainable business climate and employment opportunities for Emmitsburg residents.

Central themes were identified by the Economic Renewal Committee in regard to economic development activities at Emmitsburg. These include economic development initiatives for the Emmitsburg community that: (1) Set Emmitsburg apart from other nearby towns; (2) Work with Emmitsburg's existing and anticipated labor force; and (3) Fit with the Vision that the Town has for itself as a community. The Economic Renewal Committee also attempted to identify specific market niches or strategies in which the Town could focus its economic development efforts. These strategies focused on integrating Emmitsburg's existing building inventory with newer development and included the following: (1) A series of small, boutique-type shops that line Main Street and other commercial areas; (2) A Center for Creativity, involving businesses that support and add to a base of entrepreneurs starting up small companies; including a business incubator; (3) An Agricultural Center, in which the primary business elements will be the preservation of surrounding farms; (4) A Recreation Center in which bike shops, ski shops, and stores selling horse equipment and similar businesses are the main element; (5) An historic community with antique shops, restaurants and visitor's museums as the main element of the community; (6) Some combination of each of the above concepts.

Economic development and renewal involves two concepts that should remain interlinked in Emmitsburg. To a great extent, economic development involves the marketing, promotion, and development of lands in the designated employment corridor along US 15, while economic renewal comprises the marketing, promotion, and revitalization of the existing core businesses along Main Street and Seton Avenue. These two concepts are not mutually exclusive and taken together should

result in overall economic growth and vitality within Emmitsburg. To accomplish these two ends, the Town should establish an aggressive Economic Development organization that will contract for a Targeted Business Analysis for Emmitsburg to be prepared by a highly qualified economic consultant. The Targeted Business Analysis should identify strong economic sectors given the prevailing market factors. This analysis will permit the Economic Development organization to focus on business recruitment from economic sectors in which Emmitsburg has a comparative advantage. This Plan strongly encourages the use of incentive packages to entice targeted businesses from identified strong business sectors to locate in Emmitsburg.

Emmitsburg has two primary focus areas for economic development: 1) the Main Street Core, and 2) the US 15 Employment Corridor. Economic revitalization and JR development of these areas will provide a stronger economic base for the Town and more local employment opportunities for Emmitsburg residents. The economic development or revitalization of both of these areas should be the focus of Town policy.

It is essential the Comprehensive Plan designate sufficient land for economic expansion and ensure that such land is strategically located to maximize the potential for meeting market demands. Further, the Comprehensive Plan must provide assurances to the existing Main Street business community that the kind of investments necessary to promote continued economic viability of the Main Street commercial core, as well as the investments needed to promote business creation along the US 15 corridor, are planned and that implementation strategies to fund these improvements will be followed in a timely manner by the Town. As a document, this Comprehensive Plan must provide the reliability and predictability that is essential to attracting new economic investments to Emmitsburg while retaining and supporting the existing business community.

A. EXISTING EMPLOYMENT BASE, TRENDS AND PROJECTIONS

The Emmitsburg area's employment base includes retail, construction, and service sector operations, as well three major employers, (1) Mount Saint Mary's College; (2) Federal Emergency Management Agency (i.e., FEMA) - National Emergency Training Center; and (3) St. Joseph's Provincial House/Villa St. Michael/St. Catherine's Nursing Center. Both Mount Saint Mary's College and FEMA's National Emergency Training Center are located outside Emmitsburg's corporate limits, although Emmitsburg's residents are employed at both institutions. St. Joseph's Provincial House/Villa St. Michael/St. Catherine's Nursing Center are within the Emmitsburg corporate limits.

Labor Characteristics

Nearly 86 percent of Emmitsburg workers are employed in the private sector, which includes employees of Mount Saint Mary's College, while 13 percent of employed

residents work in government. Retail trade followed by construction and educational services are the predominant industries that employ the residents of Emmitsburg. This is indicative of service and construction sector employment that is predominant in Frederick County. The proximity to Mount Saint Mary's College accounts for much of the educational services employment component of Emmitsburg's resident population.

Census data indicate that Emmitsburg had a potential labor force (i.e., persons 16 years and older) of 1,287 persons in 1990, and had 962 persons in the labor force. At that time, Emmitsburg had an estimated unemployment rate of 3.8 percent, indicating that 37 persons in the local workforce were unemployed. A total of 84 percent of Emmitsburg males 16 years or older were in the labor force, while 66 percent of Emmitsburg females age 16 years or older were in the labor force.

A substantial number of Emmitsburg residents commute out of Town for employment. In 1990, the estimated average travel time to work for Emmitsburg residents was 22.7 minutes. Fully one quarter of workers (25.4 percent) car pooled to their place of employment, while 65.1 percent drove alone. A total of 8.8 percent of the labor force either walked to their jobs or worked at home.

In terms of occupation, in 1990 Emmitsburg residents were employed in a variety of market sectors indicating significant workforce diversity. The leading sectors were: Service Occupations (20.5%); Precision Production, Craft, and Repair Occupations (20.0%); Administrative Support, including Clerical Occupations (14.1 %); and Executive, Administrative, and Managerial Occupations (11.5%). Other leading occupational sectors included: Machine Operators, Assemblers, and Inspectors (7.2%); Professional Specialty Occupations (6.7%); and Sales Occupations (6.4%).

Table VII.2, Industry Profile of Employed Persons in the Emmitsburg area for 1990 provides additional information on the employment characteristics of Emmitsburg's workforce. In 1990, the leading industry sectors in which Emmitsburg residents were employed were Retail Trade, followed by Construction, and Educational Services. Manufacturing of both nondurable and durable goods employed over 15 percent of Emmitsburg residents, although Table VII.3 indicates that only one manufacturing establishment was in operation in 1990 in the area comprising the Emmitsburg Zip Code. This indicates that most Emmitsburg residents employed in the manufacturing industry were commuting out of Emmitsburg for employment.

Business Characteristics

Table VII.3 indicates the leading business sectors in the greater Emmitsburg area. The Services industry is the leading business sector with Religious Organizations accounting for seven establishments, and General Automotive Repair Shops and Civic and Social Organizations accounting for three establishments apiece in 1994. The number of Service establishments rose from 31 to 34 between 1990 and 1994. Retail trade establishments followed by Construction businesses are the second and third biggest industry sectors in the greater Emmitsburg area. Increases in the numbers of Retail Trade and Construction establishments occurred between 1990 and 1994. No decrease in business establishments occurred between 1990 and 1994 in any of the industrial classifications in the greater Emmitsburg area. In regard to specific Retail Trade increases, the Census data indicate that the greater Emmitsburg area had eight Eating Places and two Gasoline Stations in 1990 and ten Eating Places and five Gasoline Stations in 1994.

Projected Employment Growth

The Metropolitan Washington Council of Governments (i.e., MWCOG) prepares Cooperative Forecasts of employment trends throughout the greater metropolitan region. This information is provided by Frederick County Department of Planning and

Zoning and added to the MWCOG Cooperative Forecast model. The Round 5.3 Cooperative Forecasts indicate employment projections for Emmitsburg proper and the surrounding areas to the Pennsylvania State line. The area north of Main Street/MD 140 is CAZ 932C, and the area south of Main Street/MD 140 is CAZ 932B. The land areas comprising Mount Saint Mary's College and College Mountain comprise CAZ 932A. (See Map V11.1).

Source: Metropolitan Washington Council of Governments, Round 5.3 Cooperative Forecasts

Note that the data from the MWCOG Cooperative Forecast process are prepared for entire counties and regions representing long time frames. The MWCOG Cooperative Forecasts for Emmitsburg were developed with the assistance of Frederick County Department of Planning and Zoning using the growth potential, indicated through analysis of zoning and comprehensive plan designations, for the Emmitsburg area. While the year 2000 employment projections are higher than what may actually occur, the year 2010 and 2020 projections appear to be consistent with the employment potential under the current Thurmont Region Plan and with existing Emmitsburg zoning. The Round 5.3 Cooperative Forecasts indicate employment growth in the Emmitsburg area generally located in CAZ 932B and CAZ 932C. (See Map V11.1).

The employment growth between the years 1995 and 2020 is projected to comprise more than 840 jobs and is expected to be located primarily along the US 15 corridor near East Main Street/MD 140. This area is indicated in this Comprehensive Plan for commercial, office and limited industrial land uses. Consequently, the US 15 corridor is planned to be the focus of office and light industrial employment growth in the Emmitsburg area through the twenty year time-frame of this Plan. Employment growth in the area of Mount Saint Mary's College is expected to increase only slightly through the year 2020, primarily through expansion of the existing institutional uses.

B. ECONOMIC DEVELOPMENT OPPORTUNITIES AND ISSUES

The Town of Emmitsburg is part of a larger regional market that crosses both county and state boundaries. Economic development efforts for Emmitsburg should be effectively linked with the different economic development interests throughout northern Frederick County, including adjacent Maryland Counties of Carroll and Washington and the boroughs and townships of Adams County, Pennsylvania. Emmitsburg must fully participate in these larger economic development processes and the Town must assume a leadership role in developing regional strategies for economic development.

Mount Saint Mary's College, the FEMA National Emergency Training Center, St. Joseph's Provincial House/Villa St. Michael/St. Catherine's Nursing Center are large institutional uses and major employers in the Emmitsburg area. The Town should develop a strong and on-going working relationship with each of these institutions and local civic and citizen's associations in the Emmitsburg area to develop a regional strategy for economic development for northern Frederick County.

The Emmitsburg Citizens and Businesses Survey was circulated in July and August 1997 by the Emmitsburg Economic Renewal Committee. Residents were asked to identify "ideas that you think would work in our community" to assist in development

of a Vision of what Emmitsburg should become over the next five to twenty years. While respondents chose from the following listed scenarios, they also added responses of their own to the survey form under a separate category. Fifteen responses were received by August 15, 1997.

The following includes responses that were added to the Emmitsburg Citizens and Businesses Survey forms, indicating non-prompted wants and desires of the respondents (the numeral in the parenthesis indicates the number of times a specific response was indicated):

- bike paths (4);
- greenways/walkways (3);
- movie theaters (3);
- recreation center (2);
- bakery (1);
- bike shop (1);
- book and card shops (1);
- boutiques (1);
- bowling (1);
- crafts and artisans (1);
- craft supply shops (1);
- department store (1);
- equestrian activities (1);
- farmers market (1);
- hardware store (1);
- low impact office parks (1);
- medical uses (1);
- more parks (1);
- music shops (1);
- playhouse/theater (1); and
- ski shop (1).

Other comments included:

- "Saturdays in the Park, like Baker Park in Frederick"; 0 "Keep the 'small-town feel' to Emmitsburg.;
- "Areas of activity or entertainment for our growing population"; 0 .places to eat and socialize";
- "attract the (non-alcohol) shopping of MSM students and their parents"; and "Isn't the mail enough"?
- "No WalMart - would kill Emmitsburg";
- "Hardware store with bins and w/o prepackaging";
- "Heritage Areas Program, History, scenery, spiritual"; and
- "Marketing strategy to attract businesses listed above".

As stated previously, Emmitsburg has two primary focus areas for economic development: 1) the Main Street Core, and 2) the US 15 Employment Corridor. The economic development or revitalization of both of these areas remain the focus for Emmitsburg economic development policy.

Transportation and parking are factors that have an impact on the economic health of the Main Street Core area. Transportation, in terms of through truck and

commuter traffic, and the availability of and access to parking downtown has an impact on the economic viability of the downtown business community. The Town should work with the State Highway Administration to develop and implement transportation management solutions to reduce the levels of through truck traffic in downtown Emmitsburg. The Town should also conduct a thorough Parking Study in the downtown to determine the overall parking needs of the business community. After completion of the parking study, the Town should implement a Parking Management Program to manage the existing parking inventory and promote parking availability within downtown.

C. ECONOMIC DEVELOPMENT GOALS/OBJECTIVES/POLICIES

GOAL 1 RETAIN AND EXPAND THE EXISTING BUSINESS BASE, ATTRACT NEW BUSINESSES AND INDUSTRIES, AND CREATE SUSTAINABLE EMPLOYMENT OPPORTUNITIES FOR THE RESIDENTS OF EMMITSBURG

POLICY Create a new Public/Private Organization, with broad-based community membership, to serve as an advocate and implementer for economic development initiatives in the Emmitsburg area. Establish clear channels of communication to continue to ensure and expand cooperative participation of citizens, private businesses, institutions, and government in economic development efforts.

POLICY Adopt strategies that create local job opportunities by attracting new businesses, and encourage new business start-ups.

POLICY Contract to complete a Targeted Business Analysis from a highly qualified economic consultant which will identify strong economic sectors given the prevailing market factors for Emmitsburg.

POLICY Develop incentive packages to entice targeted businesses from identified strong business sectors to Emmitsburg.

POLICY Focus on increasing the number of jobs available in economic sectors in which (A) Emmitsburg has a comparative advantage and (B) where average wages are above the prevailing average wage rates.

POLICY Create conditions that allow, and programs that affect, the expansion of employment and the entrepreneurial opportunities for Emmitsburg residents.

GOAL 2 PROTECT, PROMOTE, ENHANCE, AND ORGANIZE THE EXISTING COMMERCIAL COMMUNITY WITHIN THE EMMITSBURG MAIN STREET CORE TO REVITALIZE THE DOWNTOWN BUSINESS ENVIRONMENT

POLICY Adopt and implement the Main Street Approach for the Main Street and Seton Avenue commercial areas as advocated by the National Trust For Historic Preservation National Main Street Program.

POLICY Create a fully operational and locally accountable Public/Private Organization, with broad-based community membership, that represents all the sectors of the downtown business community and has a staff person and an adequate resource base to promote downtown businesses.

POLICY Enhance the visual quality of downtown, to improve the appearance of privately-owned buildings, storefronts, and signs, as well as public improvements that are designed to complement renewed economic activity.

POLICY Establish a local economic development effort which increases local knowledge about downtown and that has the capacity to conduct downtown development and promotional activities.

POLICY Develop a comprehensive program to promote downtown as a Unified Marketplace through special events, community events, retail and restaurant promotions and marketing and physical improvements that attract customers to the downtown stores and businesses.

GOAL 3 ASSUME A LEADERSHIP ROLE IN DEVELOPING REGIONAL STRATEGIES FOR ECONOMIC DEVELOPMENT

POLICY The Town should designate a representative who will fully participate in Frederick County economic development efforts and who will establish on-going linkages with other nearby regional economic development organization, including Adams County-Gettysburg.

POLICY Establish regular business recruitment events with formal presentations and tours of the business development areas and the downtown commercial core.

POLICY Expand the current Internet Home Page to market Emmitsburg worldwide and sell web links to local businesses to fund web page development and maintenance.

Chapter 8: Community Design Element

EMMITSBURG DESIGN CHARACTERISTICS AND PATTERNS OF PUBLIC SPACE

Of all the places that we use in the course of our everyday lives there are probably none that we know as well or value as much as the place where we live. Many of the perceptions that one has of the community where they live are shaped by the built environment and its relationship to natural features. These include variations in building design, geographic and topographic features, characteristics of streets and public improvements, as well as distinctive aspects of trees and other forms of vegetation. Particularly important is the special relationship that exists between buildings and open spaces, including the way that buildings are located in relationship to the street, public way or adjacent open space.

The design characteristics that define Emmitsburg are found primarily in the Historic Village policy area. The Historic Village policy area roughly comprises the original plat of Emmitsburg. To most residents and visitors, the Historic Village policy area represents the "authentic Emmitsburg." The principal buildings in Emmitsburg are located in the Historic Village policy area and represent a variety of architectural styles. The wealth of architectural design styles is particularly evident in the area of the Town Square. This is in contrast to the newer Neighborhood District or Gateway policy areas on the periphery of the Historic Village.

The more recently developed areas feature design characteristics that are more ubiquitous, having less to do with Emmitsburg design attributes and more to do with the typical suburban design concepts. These newer suburban-oriented residential and commercial developments located outside of the Historic Village policy area tend to be conventional in style and could very well be located anywhere in Maryland or in the United States. Of concern is not only the ubiquitous architectural styles of the newer development, but the inappropriate siting of newer buildings in relation to the street and other buildings, and particularly the way that off-street automobile parking is accommodated in newer developments. Full pedestrian access is not a consideration to the developers of these new developments. Instead, residents are expected to use the automobile even for short trips in or out of their neighborhood.

It is not merely enough for new development only to provide acceptable roads, expand the water and sewer systems, or to observe zoning and building codes. New development must respect the qualities of the Town and contribute new features that are compatible with the existing architectural and site design features; features that serve to enhance the character of the Emmitsburg. Future growth within the Town should respect, reinforce, and where appropriate, reinterpret the distinctive architectural and landscape design characteristics that are unique to Emmitsburg, while allowing for pedestrian connectivity both inside and outside of the development.

Chapter Eight: Community Design Element

ANALYSIS OF EMMITSBURG'S TOWN STRUCTURE

The unique and often idiosyncratic design characteristics of Emmitsburg are the result of

development processes that occurred in the late 18th and early 19th centuries. The layout of Emmitsburg occurred one hundred and seventy years prior to the adoption of zoning by the Town. Emmitsburg was platted in a rectilinear street grid pattern that has its antecedent in classic Roman town design. Integral to the classical town design concept are the use of two principal streets which create a central public area at their juncture. Emmitsburg follows this classical Roman model with one central street, the "cardo maximus" (i.e., Main Street), and a central crossing street the "decumanus maximus" (i.e., Seton Avenue). The location where these streets cross is marked by indentation of the building fronts creating the Town Square and is distinguished by the most prominent building architecture within Emmitsburg. The center of this intersection was formerly the location of a well and watering trough for livestock. Later, a large public fountain was placed over the original well, which has since been removed to accommodate vehicular traffic in the Town Square.

The original plat of Emmitsburg laid out the major and minor streets and alleys, and public areas. These were platted prior to development of the Town. Individual lots that conformed to the established street grid were sold by deed and the ensuing development within the Town followed the established street patterns for over a century and a half. For the most part, land uses were not separated from one another as they are today. Commercial businesses and small industrial operations were interspersed in and among residences in the Town. The 1808 map of Emmitsburg indicates two lots located on the north side of (East) Main Street and other lots located north of DePaul Street that were owned by John Armstrong, the renowned early Emmitsburg gunsmith. (See Map VIII.2).

Historically, most development within the original plat of Emmitsburg occurred along the length of Main Street, which extends southeast to northwest. North Avenue and Lincoln Avenue were established as alleys or minor streets that parallel Main Street to the north and south respectively throughout the downtown area. Seton Avenue is the most prominent street that runs perpendicular to Main Street. Seton Avenue was constructed as a principal north-south thoroughfare and was developed at a high standard similar to Main Street. Federal Avenue is another street that runs perpendicular to East Main Street, extending through the higher elevations north of Main Street and terminating at North Seton Avenue near Flat Run. Federal Avenue was developed at a less high standard than Main Street and Seton Avenue. Most other streets that run perpendicular to Main Street are alleys or minor streets which connect Lincoln Avenue and North Avenue, with the exception of St. Joseph's Lane, a minor street, which extends north of DePaul Street to North Seton Avenue.

EMMITSBURG'S COMMUNITY CHARACTER

The central issues of community design is a question of the appropriate relationships between structures and outdoor spaces, and human movement among these man-made and natural features. The patterns of mixed use development, and the effective integration of the automobile into the community fabric must be addressed for Emmitsburg to renew and recreate the vibrant and pedestrian friendly neighborhoods of its past.

The principal town design characteristics in central core of Emmitsburg include the following features:

(Insert Map VIII.1: Community Design Characteristics)

- Town Center with buildings fronting and abutting the street edge, a mix of residential and commercial uses, restaurants, gathering places, and professional and non professional services, a fire company, and a municipal government building. Prominent three and four story buildings with distinctive architectural styles centrally located in the Town Square.
- Compact two story townhouse/rowhouses and detached housing along the Main Street corridor.
- A residential density exceeding ten units per acre in Town Square area. Rear alley access to structures that front Main Street.
- On street parking along Main Street with no front yard parking.
- Pedestrian access throughout the Main Street and Seton Avenue corridors and complete pedestrian mobility at the Town Square intersection.
- Commercial operations geared to both resident and visitor needs (i.e., restaurants, card shops, electronics store, and bank).
- Residential neighborhoods adjacent to the Town Center.
- Civic open spaces near to the Main Street corridor and rural open spaces at the periphery of the Town.
- Distinctive street lighting, street trees, and overall streetscape design along the Main Street.
- Streets scaled to accommodate both pedestrian use and vehicular traffic rather than being over engineered to accommodate worst case scenarios."
- Incremental growth and lessening of density outward from the Town Center.

Traditionally in Emmitsburg, buildings have been located close to the street and this has helped to form a definitive architectural edge throughout Emmitsburg. Variety in building types and massing, roof pitches, small variations in setbacks, open space and other site features including fences and trees have served to create diversity throughout the Town Center. The sustainable design characteristics of the Town Center and the principals of massing that are evident there shall be considered in all new development throughout Emmitsburg.

ACHIEVING SUSTAINABLE SITE DESIGN IN EMMITSBURG

This Plan is founded on the assumption that careful site planning and design based on established townscape principals will allow Emmitsburg to grow in a manner that better reflects its special community character. In lieu of rigid dimensional requirements, basic performance standards will help guide the design and review of future development proposals.

SITE ANALYSIS PLAN

Any and all site plans or plans of subdivision submitted in Emmitsburg should be designed only through careful consideration of a variety of factors, only one of which involves the Emmitsburg zoning regulations. The following features shall be compiled as a Site Analysis Plan and submitted at the Concept Plan or the Preliminary Plan phase of a development: 1) views to and from the site; 2) on-site and nearby topography; 3) on-site and nearby historic and prominent structures and features; 4) adjacent or nearby patterns of development;

(Insert Map VIII.1: Community Design Characteristics)

4) on-site open space resources and nearby park, greenway, and open space resources and opportunities; 5) on-site and nearby landscape, environmental and related sensitive area features; and 6) nearby or adjacent sidewalks and pedestrian path/bicycle linkages. The Site Analysis Plan shall be used throughout the site plan or subdivision approval process to shape the Preliminary and the Final Site Plan.

The Site Analysis Plan shall enable the Planning Commission and the applicant to be more aware of the unique opportunities presented by each site, and assist in better site planning and more sustainable developments. Submittal of a Site Analysis Plan shall be required by the Zoning Ordinance and the Subdivision regulations and specific elements to be included on each Plan shall be identified.

GENERAL PRINCIPLES OF SUSTAINABLE DESIGN

A series of General Principles shall be used to achieve sustainable and compatible site and subdivision design throughout Emmitsburg. The following General Principles of Sustainable Design are intended to guide the design and the review of future development proposals in Emmitsburg. These do not involve rigid dimensional requirements for new development and subdivisions, instead they include a series of performance standards for new development that are based upon Emmitsburg's traditional town plan and legacy of building placement and design. The following General Principles of Sustainable Design are intended to encourage creative site planning and innovative design concepts to resolve the various issues and conflicts related to future development in and around the Town. In essence, these principles are intended to achieve a balance between the economic, environmental, and social needs of Emmitsburg's residents and business community, while respecting the heritage of Emmitsburg's built environment. They are designed to promote and guide sustainable development patterns that are in keeping with Emmitsburg's existing town pattern and design concepts. The General Principles are intended to result in town design that will allow Emmitsburg's current residents and business community to meet their needs and aspirations without compromising the ability of Emmitsburg's future generations to meet their own needs and aspirations.

Landscape Architecture/Site Planning

- Locate new buildings or additions close to the road along the principal streets of East and West Main Street and North and South Seton Avenue and along other principal streets within the corporate limits of the Town. This will further the traditional "street line" of facades, with the buildings forming an edge to the roadway, instead of allowing these principal corridors to become dominated by large vehicular parking areas.
- Rectilinear blocks shall be the main organizing feature in new developments. While topography, vegetation, hydrology, proposed use, and design intentions will ultimately determine block size, residential areas generally have small block widths and lengths. Pedestrian movement is best encouraged by blocks not exceeding 400 ft. in length.
- The streetscape of new developments should be designed to avoid repetitious setbacks, driveways, elevations, and landscaping.
- Design prominent buildings and other architectural features in the most visible locations on proposed development sites that can serve as landmarks, symbols, or as areas of focus for community identity.

- Design attractive pedestrian oriented-environments throughout all new developments, including the creation of configured squares, greens, landscaped streets, and parks woven into the pattern of mixed use neighborhood centers. Proposed development plans shall respect the park and pedestrian access needs of both current and future residents.
- Create pedestrian-oriented open spaces and usable park space in new developments by grouping buildings together in clusters and by consolidating the preserved open space with park and greenways that link with the Emmitsburg Greenways network.
- New developments should carefully reflect the structural diversity of the Town Center in regard to the mixture of housing types and styles, and the mixture of lot sizes and shapes. Proposed developments should exhibit the variety, irregularity, and uniqueness in building location and design, reflecting the context of traditional Emmitsburg building patterns.
- Plant large deciduous street trees along road sides and in median areas to shade and enclose the street and adjacent buildings.

Architecture/Urban Design

- New building design should be sympathetic to the traditional architecture of Emmitsburg, but should not slavishly copy the historic architectural patterns in the older parts of Town. This includes scale and massing of structures, roof shape, gable orientation, window size and spacing, and exterior facade treatment of buildings.
- New neighborhoods should incorporate a village core area with a central civic park or village green, which will also be the location of prominent buildings in the community.
- Mixed use development where dwellings, shops, parks, and institutional uses are generally located in proximity to each other should be encouraged in village core areas, including residences located above commercial uses. Reuse of older buildings and additions to structures is encouraged rather than destruction of Emmitsburg's existing building inventory.
- Creative adaptation of traditional Emmitsburg building forms is encouraged, with special attention paid to nearby older structures.
- Buildings should be oriented toward the street and front setbacks should be varied and established as a maximum, rather than a minimum, in both existing areas and in newly developing areas.

Transportation and Parking

- Streets should be interconnected and generally arranged in rectilinear block pattern to provide comprehensible and varied ways of travel throughout the community. Alleys are encouraged to provide rear access to residences and businesses.
- Streets should terminate on other roads and streets.
- Street definition should be sought by emphasizing block corners and by designing the streets to terminate on a significant feature, such as a centrally placed building, clock tower or church spire, or some significant view or vista.
- Pedestrian access and linkages to Emmitsburg Greenways network should be accounted for in all new developments and complete pedestrian mobility should be encouraged in the design of all streets, bridges and intersections within the Town.

- Parking should be placed to the rear or side of new commercial buildings to create a strong building edge along the street and to promote pedestrian access throughout Emmitsburg.
- Front parking for residential and commercial structures should not be encouraged throughout Emmitsburg, instead, alley access and side and rear parking areas should be preferred options, as well as on-street parking along properly designated streets.
- Ample landscaping should be provided for all parking lots to provide shade and to buffer cars from neighboring properties. Large expanses of asphalt should be reduced into smaller visual units, without sacrificing parking availability.
- Parking lots should be consolidated and shared between adjacent uses with the use of interconnected parking areas, alleys, and new roads behind commercial buildings to reduce traffic congestion.
- Street widths and alignments should be carefully scaled to neighborhood size and be patterned after the character of existing residential streets. Roads shall be designed to minimize the visual size and scale of the development and help discourage excessive speeds.
- Consolidate scattered vehicular curb cut entrances into a number of smaller, clearly defined entrances with three and four-way intersections which can be effectively monitored and that promote vehicular and pedestrian safety.

Open Space, Parks, and Greenways

- New subdivision proposals and site plans should include creatively designed open space, parks and greenways resources. Plans should provide pedestrian usable open space and park resources designed for recreational and social use by residents, shoppers, and employees. The plans should outline the specific open space design concepts that will be used in each of the designated areas. Open space pedestrian areas should be included in the plans for residential, commercial, employment and mixed use developments in Emmitsburg.
- All open space (landscaped and usable) should be designed to add to the visual amenities of the area by maximizing its visibility for persons passing the site or overlooking it from nearby properties.
- Creatively designed open space areas should be proposed to link with Emmitsburg's existing and planned network of sidewalks and greenways, providing linkages to parks, schools and recreational facilities throughout the Town.
- Special incentives, including density bonuses, may be awarded during the development process to encourage the dedication of more usable and creatively designed park and open space resources, as well as connecting trails to link to the Town greenways network.
- The Town should use either a Sliding Scale for Park/Open Space dedications or a Point Guidance System which awards incentives based upon criteria which correlate to specific benefits to the Town that will be provided by the open space, park, or greenways dedications that are proposed for a new development. This should be done at the preliminary plan stage.

COMMUNITY DESIGN GOALS/OBJECTIVES/POLICIES

GOAL 1 REINFORCE THE ARCHITECTURAL DESIGN PATTERNS IN THE HISTORIC VILLAGE AND INTRODUCE PROMINENT ARCHITECTURAL FEATURES IN NEW DEVELOPMENT AND IN GATEWAY AREAS THAT RESPECT THE TRADITIONAL DESIGN CONCEPTS OF EMMITSBURG

OBJECTIVE Pattern new development after the desirable qualities of older development in Emmitsburg.

POLICY Rectilinear blocks should be the main organizing feature in new developments. Pedestrian movement is best encouraged by blocks not exceeding 400 ft. in length.

POLICY New developments should carefully reflect the structural diversity of the Town Center in regard to the mixture of housing types and styles, and the mixture of lot sizes and shapes. Proposed developments should exhibit the variety, irregularity, and uniqueness in building location and design, reflecting the context of traditional Emmitsburg building patterns.

POLICY New building design should be sympathetic to the traditional architecture of Emmitsburg, but should not slavishly copy the historic architectural patterns in the older parts of Town. Items to be considered include the scale and massing of structures, roof shape, gable orientation, window size and spacing, and exterior facade treatment of buildings.

POLICY The streetcape of new developments should be designed to avoid repetitious setbacks, driveways, elevations, and landscaping.

POLICY Design prominent buildings and other architectural features in the most visible locations on proposed development sites that can serve as landmarks, symbols, or as areas of focus for community identity.

POLICY Establish a Traditional Neighborhood (TND) Overlay Zoning District to encourage compatible new development in older neighborhoods as well as for new developments within Emmitsburg. The TND Overlay District should be flexible with regulations for developers willing to undertake a TND project, including changed street widths, curb radii, building setback and yard requirements, building height and scale and parking requirements.

OBJECTIVE Urban design features that creatively reflect Emmitsburg's traditional streetscape design characteristics should be incorporated into the design of new or infill development along the principal streets of Main Street and Seton Avenue and in the designated Gateway Policy Areas at US 15, West Main Street, and North and South Seton Avenues.

POLICY Locate new buildings or additions close to the road along the principal streets of East and West Main Street and North and South Seton Avenue to further the traditional "street line" of facades, with the buildings forming an edge to the roadway, instead of allowing these principal corridors to become dominated by large vehicular parking areas.

POLICY Parking should be placed to the rear or side of new commercial buildings in the Gateway areas or along principal streets to create a strong building edge along the street and to promote pedestrian accessibility near larger nonresidential uses.

POLICY Design prominent buildings and other architectural features in the most visible locations on proposed development sites in Gateway areas that can serve as landmarks, symbols, or as areas of focus for community identity.

GOAL 2 PROVIDE SITE DESIGN THAT PROMOTES PEDESTRIAN AND BICYCLE ACCESS TO AND FROM NEW DEVELOPMENT AND THAT INCLUDES ATTRACTIVE OPEN SPACE THAT CAN SERVE AS THE LOCATION FOR SOCIAL INTERACTION WITHIN NEW DEVELOPMENT

OBJECTIVE New development should be pedestrian and bicycle accessible and provide linkages to Emmitsburg's sidewalk, greenways, and parks systems.

POLICY New subdivision proposals and site plans should include creatively designed open space, parks, and greenway resources designed for recreational and social use by residents, shoppers, and employees.

POLICY Open space areas should be proposed to link with Emmitsburg's existing and planned network of sidewalks and greenways, providing connecting links to parks, schools, and recreational facilities throughout the Town.

POLICY Design attractive pedestrian-oriented environments throughout all new developments, including the creation of configured squares, greens, landscaped streets, and parks woven into the patterns of mixed use neighborhoods.

POLICY Special incentives should be awarded during the development process to encourage the dedication of more usable and creatively designed park and open space resources, as well as for connecting trails that link to the Town greenways network.

OBJECTIVE Traffic mobility, including vehicular, pedestrian and bicycle traffic, should be promoted in the design of all public improvements in the Town.

POLICY Complete pedestrian and bicycle mobility should be encouraged in the design of all streets, bridges, and intersections within the Town.

POLICY Utilize traffic calming and traffic mobility techniques to reduce traffic speeds and increase pedestrian and cyclist safety within the Town.

POLICY Implement design improvements including plantings, sidewalks, intersection crossings and curb cuts to provide safer pedestrian routes and support the predominant pedestrian character of the Town.

POLICY All street and highway improvements within newly developing areas should be designed to promote pedestrian, vehicular and bicycle mobility and to minimize pedestrian/vehicular/bicycle conflicts.

GOAL 3 EMMITSBURG'S NETWORK OF STREETS SHOULD CONTINUE THE DESIGN CHARACTERISTICS THAT WERE ESTABLISHED IN THE ORIGINAL TOWN PLAN AND INCLUDE CONNECTIONS THAT LINK THE ENTIRE COMMUNITY

OBJECTIVE Pattern new streets, roads and alleys after the desirable qualities of the older street system within Emmitsburg.

POLICY Streets should be interconnected and generally arranged in a rectilinear block pattern to provide comprehensible and varied ways of travel throughout the community.

POLICY Streets should terminate on other roads and streets.

POLICY Alleys should be incorporated into the design of new developments to provide an alternative means of access to residences and businesses.

POLICY Provide street connections between all new developments with the principal streets within Emmitsburg (i.e., Main Street, Seton Avenue, Irishtown Road, Silo Hill Road, Creamery Road, Frailey Avenue/Annandale Road, Brookfield Drive, Harney Road, and Welty Road).

POLICY Street definition should be sought by emphasizing block corners and by designing streets to terminate on a significant feature, such as a centrally placed building, clock tower or church spire, or some other significant view or vista.

POLICY The streetscape of new developments should be designed to avoid repetitious setbacks, driveways, elevations, and landscaping.

POLICY Large deciduous trees should be planted along road sides and in median areas to shade and enclose the streets and adjacent buildings.

GOAL 4 IMPROVE THE QUALITY OF NEW DEVELOPMENT TO PROVIDE FOR SUSTAINABLE MIXED USE NEIGHBORHOODS THROUGHOUT EMMITSBURG

OBJECTIVE Encourage new development that exhibits superior quality and creative design and which emphasize the mixed use development patterns and structural elements that is characteristic of Emmitsburg's Town Center.

POLICY Design neighborhoods that are compact and visually identifiable.

POLICY New residential subdivision plans should be comprehensible. For example, plans might be linear, crossroads, or gridded, with variations to achieve spatial hierarchy and to enhance local visual assets.

POLICY Street corridors should be visually bounded, "layered," and intimate in feeling. Street trees, sidewalks, and front-yard elements should be used to create visual layers and contribute to the intimacy of the streetscape.

POLICY Street blocks should incorporate alley ways to serve as a rear means of access to residences and businesses.

POLICY Neighborhoods should incorporate a mix of uses and a range of housing types.

POLICY Special incentives, including density bonuses, should be awarded during the development process to encourage proposals that are both superior in quality and creative in design and which emphasize the mixed use development patterns and structural elements that are characteristic of Emmitsburg's Town Center.

Chapter 9: Community Facilities

EDUCATION

Existing Conditions and Trends

The Town of Emmitsburg and the nearby area are served by three public schools: Emmitsburg Elementary, Thurmont Middle, and Catoctin High School. All pupils within the corporate limits of Emmitsburg are within the Emmitsburg Elementary School District.

Emmitsburg is also served by Mother Seton School, a private parochial school associated with the Daughters of Charity at Emmitsburg.

Public School System Enrollment and Capacity

The following table includes the enrollments and school capacities for the Frederick County Public Schools in the Emmitsburg area as of September 1997.

The capacities of the elementary schools have undergone a reduction as a result of a change in the State Rated Capacity from 30 students per classroom to 25 students per classroom. This is reflected in the "equated enrollment" figure for the elementary schools. Temporary additions and portables are not included in the State Rated Building Capacity.

Public School System Enrollment Projections

The following table includes the projected enrollments for the Frederick County Public Schools in the Emmitsburg area through 2004.

Parochial School System

Mother Seton School, located at 100 Creamery Road in Emmitsburg, handles kindergarten through eighth grade and has 351 students (September 1996) with available capacity in the lower grades.

EDUCATION PROBLEMS AND ISSUES

Capacity Stress and the Need for New Facilities

The public schools serving Emmitsburg are projected to be over capacity through 2005. To address these deficiencies, the approved FY 1998-2003 Frederick County Capital Improvements Program (i.e. CIP) called for a new elementary school to be constructed in the Thurmont area in 2001 and an addition to Thurmont Middle School also in 2001. The new elementary school is planned for 670 students and the addition to Thurmont Middle will accommodate 180 students with eight to ten new classrooms. An addition is scheduled for Catoctin High School which is proposed to increase capacity from 833 to 1200 students. The Catoctin High addition is scheduled to be completed in September 2001.

The need for and location of new school facilities is determined through an analysis of planned residential development activity and projected population growth, which is then compared with the Board of Education's Ten Year Master Facilities Plan. As a rule, student enrollment in the public school system increases along with population growth and housing construction. New student enrollment figures can be projected with use of a Pupil Yield Factor for each housing type. The following table indicates the Pupil Yield Factors which were used to determine Public School enrollment projections in the FY 1998-2003 Frederick County Capital Improvements Plan.

The adopted Thurmont Region Plan of October 1995 indicates that long range development potential in Emmitsburg could yield 382 elementary school students in the next twenty years. This could mean doubling the capacity of Emmitsburg Elementary. In addition, the adopted Region Plan indicates that the proposed expansion of Thurmont Middle will fall short of accommodating the expected 1, 150 students in the next twenty years. Since Thurmont Middle may not be able to accommodate additional expansions, the Region Plan identified a new middle school for Emmitsburg. The adopted Region Plan also calls for expansion of existing Catoctin High School as a long range need.

EDUCATION GOALS/POLICIES

GOAL TO PROVIDE FOR A COMPLETE PACKAGE OF LOCAL COMMUNITY-BASED PUBLIC SCHOOLS IN THE EMMITSBURG COMMUNITY

Short Term Policies:

POLICY The Town supports expansion of Emmitsburg Elementary School in order to accommodate projected increases in student population, as well as the Extended Elementary School Concept which retains students from kindergarten through eighth grade at the Emmitsburg Elementary School.

POLICY All schools within Emmitsburg should be designed to fully integrate pedestrian access ways within and around the site.

POLICY Emmitsburg will consistently seek to improve coordination between the Town and the Frederick County Board of Education/Public Schools.

Long Term Policies:

POLICY The Town strongly supports construction of a Middle School within Emmitsburg during the twenty-year time frame of this Plan and will seek to dedicate land for this purpose.

POLICY The Town strongly supports construction of a High School within Emmitsburg during the twenty-year time frame of this Plan and will seek to dedicate land for this purpose.

POLICY The Town seeks to group future public school facilities together in a campus setting within Emmitsburg.

PARKS AND OPEN SPACE

Existing Facilities and Conditions

Developed parkland resources available to Emmitsburg residents in or near Emmitsburg consists of over 790 acres of municipal parkland, Board of Education land, Town watershed and other resources.

The Emmitsburg Community Park, comprising 72 acres extending from West Lincoln Avenue to Tom's Creek, is the Town's largest park site. Other parks within the corporate boundaries include the Emmitsburg Memorial Park on Chesapeake Street, Emmet Gardens Park, Northgate's park, and at the Emmitsburg Elementary School.

Parks and Open Space Problems and Issues

Park and open space are defined as a separate lot or area which provides for the protection of the environment, for recreation or for public use, including public facilities such as schools, libraries, fire stations, as well as parks and trails as shown in the Comprehensive Plan.

Park Distribution and Accessibility

The majority of designated park and open space land within Emmitsburg is located south of Main Street/MD 140, although most of the newly-built and planned residential development in the Town is and will be located north of Main Street/MD 140.

Park land is not accessible to all Emmitsburg residents. Although some of the newer subdivisions in north Emmitsburg have small "tot lot" style parks, the larger park facilities, including Emmitsburg Community Park and swimming pool, are not easily accessed by most Town residents except by automobile. Since most residential growth is projected for the northern sections of Emmitsburg, future park facilities should be planned along Irishtown Road, North Seton Avenue or future Brookfield Drive.

Obtaining Usable Park Land and Functional Open Space from Development

Most residential subdivisions approved by the Town over the past decade have resulted in deficient park/open space land dedications. Some recent park/open space dedications include stormwater management ponds, wetlands, and land with significant topographical constraints which prevents development by the Town into active recreational areas.

Lack of viable park and open space land dedications from some of the newer subdivisions has placed much of the responsibility for providing new park land with the Town.

A number of options are available to stimulate additional park and open space resources within Emmitsburg, including the following: 1) Securing dedication of better quality park and open space resources through the development process; 2) Purchase of additional municipal park and open space resources by the Town; and 3) Modifying the required recreation standards in the subdivision regulations to index the fee-in-lieu-of recreation dedication to inflation. This will enable the Town to keep

abreast of the cost of parkland and will permit the purchase of additional park resources.

In order to secure park/open space land from new developments that meets the needs of residents, the Town should revise the process for new park/open space dedication during the subdivision process.

Special incentives and/or density bonuses should be considered to encourage developers to provide more usable park/open space, as well as more park/open space during the preliminary plan stage of development.

The Town can obtain usable park land by granting density bonuses to potential developers through the use of either a Sliding Scale for Park/Open Space Dedications or through a Point Guidance System which awards points based upon criteria which correlate to specific benefits to the Town that will be provided by a proposed new development. Both of these systems can be implemented during the subdivision process. The Table below illustrates the concept of a sliding scale incentive program for Park and Open Space dedications.

Park and Open space dedications should be negotiated by Town officials during the Preliminary Plan stage of development. It is highly recommended that permanent easements be granted to the Town prior to recordation of Final Plats for all proposed park/open space dedications.

Greenway Linkages Between Open Spaces and Parks

A cost-effective means of open space protection, Greenways can be planned along stream or road corridors, ridge lines or along edges of developed areas to link existing and planned open spaces, parks, and school facilities.

Connecting separate parkland and open space parcels to create a network of open space corridors linking new or existing park or open space areas with one another can enhance the aesthetic and recreational characteristics of Emmitsburg.

Since it is more effective to reserve greenway corridors in advance of development, rather than to acquire easements crossing numerous properties after land is subdivided and sold, the Town should complete a Park and Greenways Plan and incorporate the proposed greenway network into the comprehensive plan policies and maps.

PARKS AND OPEN SPACE GOALS/POLICIES

GOAL SECURE ADDITIONAL QUALITY PARK AND OPEN SPACE RESOURCES WITHIN EMMITSBURG TO ENHANCE THE OVERALL COMMUNITY ENVIRONMENT

Short Term Policies

POLICY Incorporate incentives/density bonuses into the zoning and subdivision regulations to encourage developers to provide both higher quality and increased quantity of park and open space land during the development process.

POLICY Modify the required recreation standards in the subdivision regulations to link the recreation "fee-in-lieu-of" for parkland dedications to a certified appraisal process approved by the Town.

Use of a certified appraisal, rather than using a set fee per lot,

should enable the Town to finance future parkland costs and should permit the purchase of additional park resources, when needed.

POLICY Complete a Park and Greenways Plan to link existing and planned community activity areas through open space corridors. The study should include land both inside and outside the Town's current corporate boundaries and be included as a part of the Town Comprehensive Plan.

POLICY Amend the zoning ordinance to state that permanent easements are granted to the Town prior to recordation of Final Plats for all proposed park/open space dedications.

Long Term Policies

POLICY The planned community park site should be located near to the proposed Middle School site.

POLICY The Town should work to link existing and planned community activity areas by open space corridors, such as stream valleys, trails, pedestrian walkways, and bikeways.

FIRE AND AMBULANCE PROTECTION

Existing Conditions, Trends and Projections

Fire Protection

The Vigilant Hose Fire Company is located at 25 West Main Street, a half block west of the Town Square. Vigilant Hose Company has 85 volunteer staff and no paid staff. The Company serves an area of approximately 44 sq. mi., including a portion of Pennsylvania. There were 256 annual calls to Vigilant Hose in 1994. Vigilant Hose currently has one tower truck, two pumpers, one squad vehicle, and two brush units (for mountain fires). The tower truck is a recent addition. The Vigilant Hose Company Building was expanded in 1995 and the A new space accommodates the tower truck.

The Insurance Services Offices (i.e., ISO) reviews public fire suppression facilities and assigns a fire insurance rating on a relative scale from 1 to 10, with 10 representing less than the minimum recognized protection. The ISO Public Protection Classification rating for Emmitsburg is 4, as assigned in 1995. Prior to this, Emmitsburg had an ISO Rating of 6. The ISO rates a variety of features of each system, including, but not limited to, the following: 1) The ability of the locality to receive and handle fire alarms; 2) The capability of the area Fire Department(s); and 3) The fire flow characteristics of the local public water supply.

As a rule, water system adequacy for fire protection purposes necessitates required "fire flow." Proposed water system improvements should address future population projections for Emmitsburg and required "fire flow" needs.

Ambulance Service

The Emmitsburg Ambulance Company is located at 300 South Seton Avenue. The Ambulance Company has 60 volunteer staff with no paid staff and serves an area of approximately 60 square miles. Emmitsburg Ambulance Company currently has two basic life support units and one four wheel drive special unit with stretcher. The Ambulance Company served 900 calls in 1994.

Emmitsburg Ambulance Company is planning an addition to their South Seton Avenue facility and their Five Year Plan calls for a new ambulance vehicle and a rescue boat.

Fire and Ambulance Protection Problems and Issues

Water Supply

Adequacy of Emmitsburg's water system is one area which could pose future fire protection problems. A 1986 study of Emmitsburg's water system identified several areas of low water pressure within the Town. This may be caused by deficiencies with existing water mains. In addition, the water needs of the National Emergency Training Center sometimes involves rapid withdrawals which has the effect of drawing down water pressure and system reserves.

Proposed water system improvements should address future population projections for Emmitsburg and required "fire flow" needs for the future population.

Routine Calls

Increasingly, the Ambulance Service is strained by the number of "routine calls," which are calls for non-emergency transport. This is contributing to the large annual increase in service calls. Some limitation of routine call service may be necessary to retain overall adequacy of service.

FIRE AND AMBULANCE GOALS/POLICIES

GOAL RETAIN THE HIGHEST QUALITY OF LOCAL FIRE AND AMBULANCE SERVICES FOR THE RESIDENTS OF EMMITSBURG AND PROMOTE EFFECTIVE FIRE PREVENTION TECHNIQUES IN ALL NEW CONSTRUCTION

POLICY Encourage fire protection through the provision of fire sprinkler systems in townhouse and multi-family residential construction within the Town.

POLICY Promote continued use of volunteer fire and ambulance services in Emmitsburg in order to retain the high quality and personal nature of the Town's public safety services.

POLICY The Town should work to obtain an ISO Fire Suppression Rating of 3 or above.

POLICY Continue goodwill services to the community and close personal interface between the fire and ambulance services and local schools, businesses, and residents.

LAW ENFORCEMENT

Existing Conditions, Trends and Projections

Police protection within the Emmitsburg corporate limits is provided through a local program of the Frederick County Sheriff's Department. At present, two Deputy Sheriffs are provided to the Town who provide local law and traffic enforcement functions for Area 11/Emmitsburg.

During September through November 1995, over 23 calls were averaged a week in Area 11/Emmitsburg, resulting in over 90 average monthly calls. Over 60 percent of calls received in this period were during night hours.

Law Enforcement - Issues

The extended service area for County Sheriff personnel includes much of the northern area of Frederick County, which can remove Sheriff personnel from the Town for periods of time. Also, there is an expressed need for a visible law enforcement presence by residents of Emmitsburg.

LAW ENFORCEMENT GOALS/POLICIES

GOAL RETAIN THE HIGHEST QUALITY LOCAL LAW ENFORCEMENT SERVICES AND PERSONNEL TO SERVE THE EMMITSBURG COMMUNITY

POLICY Law enforcement personnel should be visible throughout the community.

POLICY Expansion of law enforcement services should be consistent with growth of the resident population and tax base.

POLICY Continue goodwill services to the community and close personal interface between local law enforcement services and local schools, businesses, and residents.

LIBRARY SERVICES

Existing Conditions, Trends and Projections

The Emmitsburg Library is a branch of the Frederick County Library system and is presently located in the Emmitsburg Community Center on South Seton Avenue. The Library is currently 2,700 sq.ft. in size and operates from Monday through Saturday, approximately 38 hours a week. The Library System maintains branch libraries in both Thurmont and Emmitsburg.

Annual circulation levels for the Emmitsburg Library has increased over the past several years: 1993 - 22,949 materials circulated; 1994 - 23,862 materials circulated; 1995 25,830 materials circulated.

The Emmitsburg Library includes programs for children including "Story Times," and "Time for Two's," which is a special program for 2-year olds.

An expansion of the Emmitsburg Library is scheduled for the planned renovation of the Emmitsburg Community Center. The first phase of the renovation is designed to remove hazardous materials and to make the facility compatible with Americans with Disability Act (ADA) regulations. Later phases will increase the size of the library to 6,000 sq. ft.

Currently, the Frederick County Library system employs two Bookmobiles. Runs are scheduled throughout the County on a three-week cycle. Bookmobile service is currently provided to a limited number of child care facilities in the Emmitsburg area, although care is given so that the Bookmobile service does not directly compete with Emmitsburg's existing library facility to avoid duplication of services. The library staff are examining whether extension of Bookmobile service into the evening hours is feasible into the future.

Computer linkages to the Maryland Online Public Information Network is available through the Frederick County Public Library as of November 1995, allowing access to the library system's text, graphics, motion, and sound files. Computer access to Library resources is projected to expand over the next two decades providing another means of access to library resources for Emmitsburg's residents.

LIBRARY GOALS/POLICIES

GOAL TO PROVIDE THE HIGHEST QUALITY LIBRARY SERVICES TO ALL OF THE RESIDENTS OF THE EMMITSBURG COMMUNITY

Short Term Policies

POLICY Expand the current Emmitsburg Library to provide for increased space and additional services.

POLICY Retain Bookmobile service to Emmitsburg's neighborhoods. POLICY Provide access to the online library resources to all residents of Emmitsburg.

Long Term Policies

POLICY The Town strongly supports construction of a Regional Library Facility within Emmitsburg during the twenty-year time frame of this Plan.

CHILD CARE FACILITIES

Existing Conditions and Trends

The largest segment of Emmitsburg's residents are between 25 and 44 years of age. Census data indicates that this age group is indicative of families with school-age

children. The 1990 census indicates that 8.2 percent of Emmitsburg residents are five years or younger, although this figure is expected to rise through the end of this decade.

In response to employment requirements, Emmitsburg residents increasingly are using local child care services. Additional child-care services will be needed to meet current and projected population increases by young families.

As of November 1995, the following licensed Child Care services were operating in the Emmitsburg and Mount Saint Mary's College area:

- a. Five active licensed Family Child Day Care providers, each of which provide child care for up to eight children.
- b. The Seton Center on South Seton Avenue is a licensed Child Day Care Center which provides day care services for up to 156 children.
- c. C. A Pre-Kindergarten program for 4 to 5 year old children is available through Emmitsburg Elementary. This program has a total capacity of 40 children through morning and afternoon classes.

Child Care Issues

The State of Maryland regulates Child Care as either: Family Child Care or Child Care Centers. The former is home-based and includes up to eight children, with more than six children necessitating a local permit. The latter includes more than eight children and usually includes local zoning approval.

The 1977 Emmitsburg Zoning Ordinance lists "Nursery schools, child day care centers" as permitted uses in the Village Zone, although not in Residential districts. Children's Nursery, Pre-kindergarten, and other private schools are permitted in commercial districts as a special exception use. Such uses are not currently permitted in Office Research or industrial districts. The definition for "Child Care Home" does not encompass the various forms of Child Care currently permitted under Maryland law and should be revised.

It is recommended that the regulation of child care services be eased to permit Family Child Care in Residential districts, subject to State licensing procedures. Also, that Child Care Centers be permitted in the Office Research Industrial (ORI) and Light Industrial districts as an accessory to permitted uses.

CHILD CARE GOALS/POLICIES

GOAL ENCOURAGE THE PROVISION OF FAMILY AND CENTER-BASED CHILD CARE SERVICES TO SERVE EMMITSBURG'S GROWING POPULATION

POLICY Amend the zoning ordinance to permit licensed family care in residential zoning districts.

POLICY Modify the zoning ordinance to allow for child care centers in commercial zoning districts as a principal use.

POLICY Amend the zoning ordinance to permit child care centers in the ORI and Light Industrial zoning districts as an accessory use to permitted uses.

POLICY Encourage the establishment of accessory child care in future employment areas through the use of development incentives.

SENIOR CITIZENS FACILITIES

Existing Conditions and Trends

Residents who are age 65 and above comprise 11.4% of Emmitsburg's total population, whereas the same age group comprises only 9.5% of Frederick County's population. It is projected that the percentage of Emmitsburg residents age 65 and above will increase over the next two decades.

As of 1995, Emmitsburg is home to a number of senior citizen housing facilities, including: St. Catherine's at the St. Joseph Provincial House which currently accommodates 69 residents; Lincoln on the Park which provides housing for over 50 residents; and St. Michael's which is designed to house retired persons from the Sisters of Charity religious order.

A senior citizen community room which accommodates between 60 to 70 persons is located at the Emmitsburg Community Center.

Senior Citizen Problems and Issues

The planning process should take into consideration the needs of Emmitsburg's retired and elderly residents in terms of pedestrian accessibility, emergency services and medical care, transportation, library, and recreational opportunities.

SENIOR CITIZEN GOALS/POLICIES

GOAL PROVIDE A RANGE OF FACILITIES AND SERVICES THAT PROMOTE PEDESTRIAN ACCESSIBILITY, EMERGENCY SERVICES. MEDICAL CARE, TRANSPORTATION, LIBRARY, AND RECREATIONAL OPPORTUNITIES FOR EMMITSBURG'S RESIDENTS

POLICY Encourage medical facilities to locate in Emmitsburg to serve the needs of Emmitsburg's senior citizens.

POLICY Retain and expand transportation services to serve Emmitsburg's senior population needs for shopping, medical services, and meals.

POLICY Implement a Park and Greenways Plan to link existing and planned community activity areas through open space corridors and pedestrian walkways.

POLICY Expand existing library facilities and increase access to all library services for Emmitsburg's senior population.

POLICY Improve the senior center facility in the Emmitsburg Community Center, as needed.

POLICY Encourage community activities and employment that provide connections between senior citizens and other age groups in Emmitsburg.

PUBLIC WATER

Existing Conditions, Trends, and Projections

Emmitsburg uses both groundwater and surface water from Rainbow Lake and Turkey Creek as the two main sources of water supply. Emmitsburg's water system presently has seven wells, one of which is not being used. These wells have yields ranging from 20-160 gallons per minute (GPM). Emmitsburg also has four surface impoundments located along Turkey Creek. These impoundments are interconnected by 6-inch and 8-inch pipes.

Water flows by gravity from Rainbow Lake and three reservoirs to a water treatment plant. The water treatment plant was built in 1964 and has a total filtration capacity of 450,000 gallons per day (GPD) or 314 GPM. Treated water is held in a 500,000 gallon covered steel water storage tank which is located adjacent to the water treatment plant near the intersection of Hampton Valley and Crystal Fountain Roads.

Emmitsburg maintains a 13 1/2 mile network of water distribution mains. The entire system is gravity fed. Water is distributed from the treatment plant through an 8-inch main along Turkey Creek and a 10-inch main along Hampton Valley Road. The "downtown" distribution systems consist of 4-inch, 6-inch, and 8-inch waterlines. An 8-inch line extends the Town's water system east of US 15 and serves the wastewater treatment facility and the currently undeveloped land along the US 15 corridor. A booster pumping station is located west of Frailey Road on West Main Street.

Emmitsburg Public Water System Conditions and Level of Service

The Emmitsburg water system serves an estimated population of 2,400 persons. In addition to existing residential and commercial uses, the Town serves the Federal Emergency Management Academy (with 330-500 students) as well as St. Joseph's Provincial House, and a limited number of properties outside of the Town along MD 140 and Mountain View Road.

In 1995, Emmitsburg reached its full operating water capacity and water production capacity beyond 168,000 GPD was limited through existing sources. Mount Saint Mary's College was consulted regarding available water capacity and possible use by Emmitsburg of additional well capacity at College Mountain.

A preliminary water study also estimates that over 12,000 feet of water distribution lines within the Town are deficient and are candidates for replacement.

Projected Public Water Supply and Demand

The County's base projected 2010 population for Emmitsburg is 2,495 persons. Based upon similar population projections, the Maryland Department of Natural Resources report (March 1995) projects future water demand of 400,000 GPD to

450,000 GPD for Emmitsburg. Current water demands are for 350,000 GPD during the summer months and 250,000 GPD during the winter months.

It should be noted that the 1995 Thurmont Region Plan indicates a substantial areas of potential residential growth within Emmitsburg's 20 Year Growth Limit Line. Under the Regional Plan scenario, a possible population increase of up to 5,600 persons could occur within the Emmitsburg Growth Limit Line. This projection does not include additional potential water usage in the large areas of currently undeveloped commercial and office/industrial land east of US 15.

Emmitsburg should plan to locate additional sources of water and plan for additional treatment and carrying capacity to accommodate planned population and employment growth within the defined Growth Limit Line.

Mount Saint Mary's College Water System

The College owns and operates its own potable water system utilizing groundwater from wells and springs located on College Mountain. Two reservoirs are located on College Mountain, as is the College's water treatment plant. Water is pumped from existing wells on the west side of College Mountain to the water treatment plant. The water treatment plant is located at an elevation of 740 ft. The elevation of the College is between 500 ft. and 650 ft.

Estimated yields of the College's wells are between 70-200 GPM. Provided that the College's wells are not under the influence of surface water, it is estimated that a significant quantity of water from up to two wells can be sold by the College to the Town.

A 6-inch cast iron main, which is presently capped at the College, connects with Emmitsburg's 10-inch water transmission line within Annandale Road. It is believed that the 6-inch main has the potential to serve as a connection between the College and the Town.

Public Water Problems and Issues

Emmitsburg's Public Water System Deficiencies

1. Use of surface water either as a source or to store groundwater resources increases water system costs due to filtering and additional treatment. Use of groundwater sources only can reduce the overall costs of municipal water service.
 2. The structural, mechanical, and electrical integrity of the existing water treatment facility is questionable. Loss of one of two treatment filters could force the Town to consider emergency water measures. Backwashing of filters is also a concern to the Maryland Department of the Environment.
 3. Undersized water mains have resulted in serious low-pressure problems within portions of the service area.
1. Compliance with provisions of the Safe Water Drinking Act and the Surface Water Treatment Rule may require additional modifications to the water treatment facility.

2. It is estimated that over 12,000 feet of water distribution lines are candidates for replacement.

Emmitsburg will require significant expansion of water supplies and treatment capacity to accommodate projected population and employment growth. In addition, upgrading of some existing water distribution lines may be necessary, as may water quality enhancements to comply with federal and state standards.

To address these concerns, the Town has initiated an Engineering Study to design system improvements and to study ways to link the water systems of the Town and Mount Saint Mary's College.

The public water system is undergoing significant improvement. The water lines have been replaced and looped in Emmitt Gardens. The water mains on North and South Seton Avenue are to be replaced with larger pipe in the spring of 1998. The water supply system upgrades began in October 1997. Six new 450 ft. wells are to be drilled and a new water filtration plant is being built. Additionally, Rainbow Lake will be removed from the system. Completion of these improvements will place Emmitsburg in conformance with the Maryland State Clean Water Act and provide three times the current number of water taps.

Fire Protection

Water system adequacy is one of the most important factors in fire protection. In 1986, a study of Emmitsburg's water system identified several areas of low water pressure within the Town. This appears to result from deficiencies with some existing water mains. In addition, the water needs of the National Emergency Training Center sometimes involves rapid withdrawals which has the effect of drawing down water pressure and system reserves.

The Insurance Services Offices (i.e., ISO) reviews public fire suppression facilities and assigns a fire insurance rating on a relative scale from 1 to 10, with 10 representing less than the minimum recognized protection. The ISO Public Protection Classification rating for Emmitsburg is 4, as assigned in 1995. Prior to this, Emmitsburg had an ISO Rating of 6.

PUBLIC WATER GOALS/POLICIES

GOAL THE TOWN WILL MAINTAIN A QUALITY PUBLIC WATER SYSTEM TO SERVE RESIDENTS, EXISTING AND FUTURE BUSINESSES, AND INSTITUTIONAL USES IN THE EMMITSBURG COMMUNITY

POLICY All new development within the Town and future annexations will be served by the public water system.

POLICY The water system will be kept adequate to serve existing and planned development.

POLICY New development shall pay a proportionate share for expansion of the Town water system and will not impose a substantially increased tax burden on existing Town residents.

POLICY New development should be phased or delayed until the water system is adequate.

POLICY The Town will actively promote water conservation by residents and other municipal water users. This will include retrofitting residential water fixtures, among other methods, to reduce unnecessary water consumption.

POLICY The Town should consider regional solutions to water system needs.

POLICY Proposed water system improvements should address required "fire flow" needs for Emmitsburg.

POLICY The Town should cooperate with State or County agencies, where necessary, to provide for water system adequacy or to comply with State or federal requirements.

PUBLIC SEWERAGE

Existing Conditions, Trends and Projections

The Existing System

Emmitsburg's current wastewater treatment facility was built in 1986 and became operational in 1990. The wastewater treatment facility has a design capacity of .750 MGD (i.e., million gallons per day) and it is currently permitted for .800 MGD.

The innovative wastewater treatment facility utilizes lagoons, overland flow, chlorination/dechlorination, and post aeration to achieve permit requirements to discharge into Tom's Creek. Plant effluent is used for spray irrigation on three adjacent farm fields during the months of May through September.

The collection system consists of 8-inch, 1 2-inch, and 1 5-inch sanitary sewers. All sewage flows by gravity to a pumping station located along Creamery Road near Flat Run, which boosts the sewage to the wastewater treatment facility on the east side of US 15.

According to the Maryland Department of the Environment (MDE), the Annual Average Flow for 1993 was .515 MGD. This figure is considered to be inflated as a result of excessive inflow and infiltration into Emmitsburg's wastewater treatment system. As such, MDE's Gross Adjusted Flow for 1993 was .154 MGD.

Existing and Projected Demand

The projected year 2000 population of Emmitsburg is 2,273 persons and projected year 2010 population is 2,495 persons.

Under the 1995 Thurmont Region Plan, a build out scenario that includes all areas within the Emmitsburg Growth Limit boundary could result in a population increase of up to 5,600 persons in the immediate Emmitsburg area over twenty years.

Although the two above-referenced population projections are clearly inconsistent, the latter figure points out the build out potential that is possible in the Emmitsburg area over the next two decades.

Public Sewerage Problems and Issues

Excessive Infiltration/Inflow

Flows of .350 MGD were observed at Emmitsburg's wastewater facility on non-rain days during the month of November 1995. Whereas, flows of up to 2.6 MGD were observed at the treatment facility during periods of heavy rain. This indicates that Emmitsburg's sewerage treatment system is plagued by excessive levels of infiltration and/or inflow.

The MDE is working with the Town to achieve compliance with the wastewater facility allocation permit for .800 MGD. This involves an effort to rehabilitate segments of the Town's sewerage system. MDE is also working with the Town to realize effective use of the wastewater treatment plant's spray irrigation system.

Infiltration is defined as: "Water other than wastewater that enters a sewerage system from the ground through such means as defective pipes, pipe joints, connections, or manholes."

Inflow is defined as: "Water other than wastewater that enters a sewerage system from sources such as roof leaders, cellar drains, yard drains, foundation drains, manhole covers, cross connections between storm sewers and sanitary sewers, catch basins, etc.

In order to correct infiltration and inflow problems with Emmitsburg's sewerage system various methods should be evaluated for their cost-effectiveness and applicability in correcting the various types of defects.

PUBLIC SEWERAGE GOALS/POLICIES

GOAL THE TOWN WILL MAINTAIN A QUALITY PUBLIC SEWERAGE SYSTEM TO SERVE RESIDENTS, EXISTING AND FUTURE BUSINESSES, AND INSTITUTIONS OF EMMITSBURG

POLICY All new development within Emmitsburg and all annexed lands will be served by the Town's public sewerage system.

POLICY Cost effective methods to reduce excessive infiltration and inflow should be considered for the publicly owned segments of the municipal sewerage system.

POLICY The Town should actively promote methods to reduce excessive infiltration and inflow by private users of the municipal sewerage system. This should include retrofitting residential and commercial plumbing fixtures, among other methods, to reduce unnecessary infiltration and inflow from non-public sources.

POLICY New development should pay the proportionate share for expansion of the Town's sewerage system and will not impose a substantially increased tax burden on existing Town residents.

POLICY New development should be phased until the sewerage system is adequate.

POLICY The Town should cooperate with State or County agencies, where necessary, to provide for sewerage system adequacy or to comply with State or federal requirements.

Chapter 10: Environment and Sensitive Areas

The Maryland Economic Growth, Resource Protection, and Planning Act of 1992 stipulates that local governments provide for the protection of "Sensitive Areas" through the comprehensive plan. Article 66B of the Annotated Code of Maryland states that the comprehensive plan shall include "a sensitive areas element that contains goals, objectives, principals, policies, and standards designed to protect, from adverse effects of development, sensitive areas, including the following: 1) streams and their buffers; 2) 100year floodplains; 3) habitats of threatened and endangered species; and 4) steep slopes."

The purposes of this element are: 1) to describe the physical characteristics of the land in and around Emmitsburg; 2) to identify constraints to development; 3) to identify physical features which should be protected from development; and 4) to set forth recommendations and policies for the protection of environmental resources and sensitive areas.

The environment is the product of elements that are linked through a complex system of natural and manmade relationships. Groups of these elements share common characteristics that strengthen the relationships among them.

ENVIRONMENTAL AND CULTURAL RESOURCES

WATER RELATED RESOURCES

The State of Maryland classifies every waterway according to the most critical use for which it must be protected, and sets standards for maximum or minimum allowable levels of fecal coliform bacteria, dissolved oxygen, temperature, pH, residual chlorine, six toxic materials, turbidity. The State has also set acceptable limits for chemical content of groundwater.

Class IV streams are classified as Recreational Trout Waters; Class III streams are classified as Natural Trout Streams; Class 11 streams are classified as shellfish harvesting water - none exist in the Emmitsburg area; and Class I streams are streams which may be suitable for water-contact recreation.

Surface Water Resources - Streams

Healthy stream habitat has a direct effect on the stream's response to rainfall, the level and consistency of water flows, and the overall water quality levels. Healthy streams contain a variety of characteristics, including slow-moving runs, deep pools, and vegetative cover.

Loss of riparian vegetation and increased intensity of use in areas adjacent to streams have the greatest impact on the quality and the quantity of water within the stream system. Increased amounts of paved or impervious surfaces within the Town, along with reductions in forest cover adjacent to stream banks, can result in a degraded stream system and an overall loss of water quality. Degraded streams usually have deteriorated stream banks and show signs of streambed widening, resulting in altered and inconsistent levels of water flow. Ensuing high water flows can cause flooding, whereas in periods of low water higher concentrations of

pollutants are evident in the stream and parts of stream beds can dry up for periods of time.

The greater Emmitsburg area is served by the Tom's Creek watershed, as indicated in Map X.1. Tom's Creek flows from Pennsylvania west of MID 140, flowing west and south of the town. Although not currently within the town corporate limits, Emmitsburg's Town Park extends to the bank of Tom's Creek. Tom's Creek flows into the Monocacy River, which drains into the Potomac River, and ultimately the Chesapeake Bay.

Flat Run is the sole perennial stream within the present boundaries of Town of Emmitsburg. Following a course which runs from Pennsylvania through the north end of town, crossing North Seton Avenue east of Provincial Parkway, and East Main Street (MD 140) west of Silo Hill Road, Flat Run flows into Tom's Creek at a location southeast of town.

A number of smaller intermittent streams drain into Flat Run. The primary intermittent tributaries to Flat Run include: 1) Willow Rill, which flows south of, and parallel to, Main Street, crossing South Seton Avenue near the present Post Office facility; 2) Little Run (Tributary No. 40), which tracks north of Main Street, flowing into Flat Run near North Seton Avenue; and 3) Tributary No 41, another intermittent tributary which flows south and east from an area north of North Seton Avenue, flowing into Flat Run south of North Seton Avenue.

Middle Creek, a perennial stream which flows east of Harney Road, is a tributary of Tom's Creek. Middle Creek is not located within the present boundaries of Emmitsburg.

Surface Water Resources - Water Impoundments

Emmitsburg's reservoir and watershed are located on Turkey Creek, which is a small water impoundment located on a tributary of Tom's Creek located along Hampton Valley Road west of town. This impoundment is used as a water supply reservoir for the Town of Emmitsburg.

Groundwater Resources

The water supply in Emmitsburg is a result of precipitation which averages 48 inches per year in Frederick County. The amount of rainfall that runs off the land is estimated at 41 percent. The runoff could be tapped for water supply by withdrawal from streams by impoundments to delay passage. Evaporation also diminishes the amount of rainfall available for water supply. This occurs from the surface of land, from water resources, and through evapotranspiration from trees and plants (up to 41 percent). The remaining rainfall (18 percent) is stored in the soil and the underlying rock layers. Water travels at through these rocks at varying rates. Where the water table meets the surface or is forced to the surface, springs occur. Springs and the water table maintain the low-flow water level in streams. Water is withdrawn from the rock layer through wells or springs (i.e., groundwater), or from streams (i.e., surface water).

100-Year Floodplains

Historically, floodplains have been protected to guard against injury to people and to prevent the destruction of property. Along with these benefits, protection of floodplains serves to moderate and store floodwater, absorb wave energy, and reduce erosion and sedimentation. Any type of development or infilling of floodplains may cause the natural level of floodwaters to rise, impacting areas within the Town, as well as areas downstream.

As defined, 100-year floods are those that could occur once in 100 years on average and are delineated on the most recent revision of the Flood Insurance Rate Maps (FIRM) prepared by the Federal Emergency Management Agency (FEMA) for inclusion in their flood insurance program. Emmitsburg is a participating jurisdiction in the National Flood Insurance Program. It should be noted that floodplain areas along non-tidal streams that do not have FEMA delineations are also regulated by Frederick County and by the State.

Designated areas of 100-Year floodplain along the Flat Run stream basin are indicated in Map X.1. A significant area of 100-year floodplain is indicated along Flat Run, both north and south of East Main Street and extending to an area between Creamery Road and US 15. Mapped 100-year floodplain abuts the Emmet Gardens development along Park Drive and continues east and south of the Town.

Tom's Creek also includes a corridor of 100-year floodplain west and south of the current Town boundaries. This mapped area includes a significant expanse of 100-year floodplain along Hampton Valley Road as well as along South Seton Avenue. Emmitsburg adopted the Maryland Model Floodplain Ordinance in December 1991. The ordinance states that a minimum 100 foot setback shall be maintained from the edge of the bank of any watercourse floodplain delineated on the Floodway Map or FIRM map. In cases in which development is proposed in the vicinity of unmapped streams, which have no delineated 100-year floodplain, the 50 foot flood protection setback shall be maintained from the top of the bank. The Floodplain Ordinance requires that a local permit be obtained for any proposed development in any floodplain zone. The local permit shall be granted only after necessary permits have been obtained from federal and State agencies. To prevent erosion, natural vegetation is to be maintained in the setback area. High priority is given to planting trees in the setback area to stabilize stream banks and to enhance aquatic resources.

Wetlands

Wetlands are lands that are wet for significant periods during the year and that typically create anaerobic (i.e. low-oxygen) conditions favoring the growth of hydrophytic plants and the formation of hydric soils. Many of these areas are commonly referred to as marshes, swamps, and bogs, although ponds can be also classified as non-tidal wetlands. Wetlands are important natural resources providing numerous values to society, including fish and wildlife habitat, flood protection, and water quality maintenance.

Many species of birds, mammals, reptiles, and amphibians use or depend upon wetlands for breeding, wintering, and stopover during migration. Wetlands supply food, breeding sites, and escape and cover for these animals. Wetlands are also essential habitats for many rare and endangered animals and plants.

Wetlands play a less conspicuous, but essential, role in maintaining high environmental water quality, especially in aquatic habitats. They do this in a number of ways, including purifying water by removing nutrients, chemical and organic pollutants, and sediments. Wetlands also produce food which supports natural life.

The more tangible benefits of wetlands may be considered socio-economic values. They include flood and storm drainage protection, erosion control, water supply and groundwater recharge, harvest of natural products, livestock grazing, and recreation. Since these values provide either dollar savings or financial profit they are more easily understood by most people.

Destruction or alteration of wetlands minimizes or eliminates their values. Drainage of wetlands, for example, eliminates all beneficial effects of wetlands on water quality and directly contributes to flooding problems. While landowners can derive financial benefits from some of the values mentioned, the public receives the majority of wetland benefits through flood and storm water damage control, erosion control, water quality improvement, and healthier fish and wildlife populations.

Emmitsburg and its surrounding vicinity contain two defined types of wetlands: Palustrine Wetlands and Riverine Wetlands. Palustrine Wetlands or upland wetlands usually include farm ponds, spring seeps, and groundwater recharge areas with an abundance of hydrophytic vegetation. Riverine Wetlands are located along stream corridors, generally adjacent to perennial streams. In the Emmitsburg area, Riverine Wetlands are indicated along Flat Run, Tom's Creek, and Middle Creek. Emmitsburg and the surrounding vicinity do not contain delineated Wetlands of Special State Concern.

Federal and State regulations provide for the protection of non-tidal wetlands and control disturbance to them. Non-tidal wetlands are defined under COMAR, Title 08.05.04.01 as "an area that is inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions, commonly known as hydrophytic vegetation."

Stream Valley Buffers/Corridors

Often as development activity increases, forests and natural vegetation along streams are diminished. The cumulative loss of large amounts of open space and trees reduces the ability of the remaining lands adjacent to the stream to buffer the effect of nonpoint pollution and protect against high stream flows.

Stream buffers are a crucial "best management practice" technique that reduces sediment, nitrogen, phosphorous and other runoff pollutants by acting as a filter, thus minimizing damage to streams.

The effectiveness of the stream buffer depends on several factors:

- The width of the stream buffer. This should take into account factors such as contiguous or nearby steep slopes, soil erodibility, and wetlands;
- The type of vegetation within the buffer area. Some plants are more effective at nutrient uptake than others; and

- The maintenance of the buffer. Trees and natural, unmowed vegetation are preferable.

The buffer of a stream should be considered as more than a line on a map, it is part of the stream ecosystem, whose boundaries often depend on conditions of slope, soil, ground cover, and hydrology. The buffer should encompass parts of the stream ecosystem that are often dry, yet are integral to the health of the stream system. Therefore stream buffers ideally should include:

- Floodplains where most stream wetlands are formed and where energy dissipation, natural filtration, food storage, and water storage occur;
- Stream banks and steep slopes which should remain intact to prevent stream bed clogging from erosion and provide protected habitat for mammals and refuges for many plant species;
- Stream side forests and other vegetation which provide habitat, stabilize banks, provide shading, reduce pollutants, and produces leaf-litter supporting a host of microorganisms, including microscopic shredders, filter feeders, and decomposers that form the base of a healthy stream food chain.

Stream valley buffers/corridors may also buffer incompatible land uses, provide for stormwater management, structure urban development, and link social activity sites via pedestrian greenways and trails.

Buffers minimize runoff and groundwater pollution by filtering pollutants through the soil and root zone. Wetlands and floodplains within a stream buffer slow storm flows and dissipate flood waters, allowing more of the water to percolate into the ground. The result is decreased flood damage, replenished groundwater aquifers, and increased protection for the biologic and hydrologic integrity of the stream.

Stream valley buffers should extend a minimum of 100 ft. from the edge of each stream bank along the sides of a stream, although small modifications may be possible to encourage environmentally sensitive design.

GEOLOGY

Emmitsburg is located within the Piedmont Province which is characterized by sedimentary formations and gently rolling topography. Featuring underlying red shale and sandstone formations of the Triassic Upland district, the underlying geologic base is composed of New Oxford and Gettysburg shale rock types. Much of the area is characterized by a shallow soil cover with a hard rock material overlying softer sandstone.

The geology of an area greatly affects groundwater yields. The Emmitsburg area is within Hydrologic Unit 111, which contains the poorest aquifers in Frederick County. Water occurs in fractures, and to a small extent, in the pores of sandstone. Water is of good quality generally, but locally is hard.

Basic geology should be a major factor in land use planning. Rock type is a dominant factor in determining the production of ores, fuels, industrial minerals, and construction materials. It is also equally important in determining the availability and quality of groundwater, foundation characteristics, and construction costs related to

earth moving. Rock type and structure influence landform and surface drainage patterns.

Mineral Resources Element

Mineral mining is determined by the underlying geology in an area. Protection is required from surface development that can pre-empt the mining of minerals. Article 66B, Sections 3.05 (a)(1) and (a)(4) of the Annotated Code of Maryland requires that a Mineral Resources Plan Element. This Element must identify lands that should be left in an undeveloped state for future mineral extraction, identify postexcavation uses of the land, and incorporate land use policies to balance mineral resource extraction with other land uses to prevent the pre-emption of mineral resources extraction by other uses.

The Emmitsburg area does not contain geologic resources that are currently mined or have been mined in the recent past. No areas have been identified for potential mining or recommended for mineral resource conservation in the adopted Thurmont Region Plan. Accordingly, this Plan does not identify lands for mineral extraction, identify post-extraction uses or recommend policies to prevent preemption on mineral resources within the Emmitsburg town limits or proposed annexation areas.

Steep Slopes

Slopes provide an environment for movement of soil, sediments, and pollutants when land disturbance occurs. While soils have varying degrees of erodibility, all soils are subject to movement, which increases as the slope of the land increases. Steep slope regulation is a means of controlling the erosion potential on slopes where soil movement is most likely to be a problem.

Protection of steep slopes adjacent to streams is particularly important because of the potential harm to water quality and aquatic habitat caused by slope degradation. Excessive sediment harms trout and other stream species through the destruction of aquatic habitat and the reduction of oxygen levels necessary to sustain life.

protection of slopes adjacent to streams also lessens potential flood damage by limiting the increase in the rate of water flow.

Emmitsburg and its immediate vicinity is moderately sloped with increased slope activity north of Town, toward the Mason-Dixon Line. Some steeper sloped areas or bluffs are evident along portions of Flat Run and Tom's Creek. Restrictions on development in areas along Flat Run that exceed a certain specified grade are a consideration.

Relative to slope inclination and definition, Emmitsburg will rely on generally accepted planning practices which have established the following four (4) slope inclination categories as appropriate:

1. Gentle: Less than 5 percent;
2. Moderate: Between 5 to 15 percent;
3. Steep: Between 15 to 25 percent; and
4. Very Steep: Greater than 25 percent.

Soils

The soil types found in the Emmitsburg area consist mainly of Penn series soils interspersed with some Readington, Croton and Lehigh soils. Generally, these soils are fairly shallow with some red shale and sandstone rock fragments. They are well drained and moderately fertile. It should be noted that these soil types are restricted within Frederick County as to time of percolation for on-site septic systems. The suitability of these soils for development depends on the slope of the land, erodibility, and drainage patterns. Generally, steep slopes of these soil types are less suitable for development.

Soil not only serves to support and nourish plant life, it also serves as the foundation for our communities. Mismanaged, it can cause a multitude of problems and a five minute shower can disperse what it took centuries to accumulate. Soil erosion is a problem primarily limited to new development. Erosion during the development process can be controlled with sediment basins, diversions and a satisfactory timetable for slope development and seeding. A developer will save time and money by providing erosion controls initially, instead of having to refill the eroded areas at a later time.

VEGETATION AND WILDLIFE HABITAT

Forests/Vegetation

Forests are a beneficial resource for a variety of reasons. Wooded areas stabilize steep slopes and slow urban water runoff. Within stream and river valleys, trees act as filters to sediment and pollutants which would otherwise foul the water, and their shade helps maintain cool temperatures for fish and other aquatic species. Woodlands also serve as screens and buffers, separating incompatible land uses and breaking the monotony of dense development.

Forests and woodland serve several important functions. Forested areas have large root systems and canopies that help reduce sources of non-point pollution from entering streams. Forests also serve as noise and visual barriers, reduce water temperature by providing shade and serve as wildlife habitat.

The Emmitsburg area has existing stands of forests along Tom's Creek and for most of the length of Flat Run. Larger tracts of forest land can be found in north Emmitsburg, particularly in the area of Tract Road extending toward Irishtown Road and west of Flat Run. Other smaller tracts of forest lands can be found in the area of the Community Park, east of the St. Joseph's Provincial House, east and west of US 15 near Welty Road and North Seton Avenue. Some smaller woodlots remain within Emmitsburg's corporate limits.

Standing forest resources within the Town are protected through Emmitsburg's Forest Conservation Plan, which are included as part of the Town's Subdivision Regulations.

Threatened and Endangered Species Habitat

The Maryland Department of Natural Resources - Natural Heritage Program prepares an inventory of threatened and endangered plant and animal species in Frederick County. A listing of species is available from the Natural Heritage Program and a map indicating the locations of threatened and endangered species for the Emmitsburg vicinity should be acquired by the Town.

Habitats of threatened and endangered species are areas which, due to their physical or biological features, provide important elements for the maintenance, expansion, and long-term survival of threatened and endangered species listed in COMAR 08.03.08. This area may include breeding, feeding, resting, migratory, or over-wintering areas. Physical or biological features includes, but are not limited to, structure and composition of the vegetation; faunal community; soils, water chemistry and quality; and geologic, hydrologic, and microclimatic factors.

Local jurisdictions are encouraged to incorporate flexible development regulations to promote innovative and environmentally sensitive site design to protect threatened or endangered species habitat.

Some flexible development regulations include:

1. Channeling growth and development away from identified habitat areas as part of the comprehensive planning process;
2. Permitting cluster developments as a development review option and clustering proposed developments to selected areas of parcels that contain listed species habitat, while protecting the remainder parcel;
3. Adoption of a transfer of development rights (i.e., TDR) program to allow development rights from a property with identified habitat to be transferred to another property that is more suitable for development.

Proposed development projects in Emmitsburg should be assessed by the Town to determine whether the project will impact an area designated as threatened and endangered species habitat. Should a proposed development project be located in a delineated habitat area, it is recommended that the project be referred to the DNR Natural Heritage Program for prompt review.

CULTURAL AND SCENIC RESOURCES

Historic and Archaeological Resources

The National Historic Preservation Act of 1966 established the National Historic Preservation Program. The principal elements of this program are identification, assistance, and protection. The Act also created the National Register of Historic Places, the federal government's list of significant historic places. Amendments to the Act in 1976 and 1982 provided financial incentives for private owners linked to National Register listing.

The Act established State Historic Preservation Officers who were designated to coordinate state and federal historic preservation functions and provide guidance to local governments. In Maryland, the State Historic Preservation Officer is the Director of the Maryland Historical Trust. The Maryland Historical Trust administers federal and state preservation programs and grant funds.

An historic sites survey of the Emmitsburg area was prepared in the 1980's by a certified historic sites surveyor. In March 1992, Emmitsburg was placed on the National Register of Historic Places. The Emmitsburg Historic District comprises the historic core of Main Street and Seton Avenue. Property owners in the Historic District area are eligible for tax incentives and low interest loans for upkeep and restoration of eligible historic structures.

The home and historic sites associated with [Mother Elizabeth Seton](#) at the Daughters of Charity - St. Joseph's Provincial House and at the former St. Joseph's College (i.e., the National Emergency Training Center) are significant to the worldwide Roman Catholic Community. These sites include the Stone House, Mother Seton's White House, and Mother Seton's tomb, among others. The historic and archaeological sites associated with Mother Seton and the religious order that she founded, the Sisters of Charity, are in a National Register Historic District which is administered by the Maryland Historical Trust.

Paleontological Resources

The Emmitsburg area has been the location of significant paleontological discoveries within the State of Maryland. Rocks found at a 19th Century Emmitsburg quarry contained footprints believed to be from a dinosaur species that lived during the Triassic Period. Some of these rocks were used for walkways both at the Sisters of Charity site and at the former St. Joseph's College (i.e., the present National Emergency Training Center). The Archives at Mount Saint Mary's College include documentation of these 19th Century paleontological fossil discoveries. Recent finds at an Emmitsburg subdivision included other types of fossil remains that are attributed to dinosaur species that once lived in the Emmitsburg area. The Maryland Geologic Survey states that Emmitsburg is the sole area within the State of Maryland that has yet been discovered to contain dinosaur fossils. Given the geologic conditions in the Emmitsburg area, uncovered fossil resources could extend a wide area throughout the Town.

The Town recognizes the significance of the fossil discoveries at Emmitsburg and supports the identification and management of its significant paleontological resources. One or more of the following actions could be considered:

1. A sign indicating the general location of the 19th Century quarry;
2. Short-term exploratory work at the original quarry site or another location within the Town;
3. Management of the fossil resources and development of a dinosaur tourist attraction at Emmitsburg;
4. A regulation in the zoning and subdivision ordinances calling for a short-term paleontological survey at the proposed location of new subdivisions and new site plans. Such surveys should be limited in length to no more than ten (10) days and should not interfere with the proposed development plans for the site as approved by the Town.

Scenic Resources

The Emmitsburg area contains outstanding scenic vistas and landscapes that are integral to the overall character and charm of the Town. A large part of the long-term economic potential of the Town can be attributed to the outstanding visual

characteristics and unique built environment of Emmitsburg. The significant views range from the impressive vistas that are obtained from the roads and highways in the area, including the viewshed of downtown Emmitsburg, St. Joseph's Provincial House, and the National Emergency Training Center, as well as the spectacular panorama of nearby College Mountain. Some of the most significant views are contained entirely within the Town, including the viewscape along Main Street between the Town Square area to the Emmit House and from North Seton Avenue toward the Town Square.

Since scenic vistas are often associated with roads or highways, this Plan recognizes the importance of Gateway areas into Emmitsburg and seeks protect the character of the views of the Town that are obtained from the designated Gateway areas. To achieve these ends, this Plan recommends design standards that are intended to reduce visual clutter and protect the heritage of Emmitsburg's built environment from incompatible design and structural eyesores.

ENVIRONMENTAL NOISE, AIR QUALITY, AND ENERGY CONSERVATION

Environmental Noise

Noise, like other pollutants, is to a very substantial degree a waste product generated by the activities of our modern industrial society. It has been defined by the U.S. Environmental Protection Agency as "...any sound ... that may produce an undesirable physiological or psychological effect in an individual..."

One of the most conspicuous results of our current technology is that it exposes us to noise. Aircraft, automobiles, trucks, construction equipment, lawn mowers, even home appliances all contribute to the din that characterizes our modern society. Like air and water pollution, most noise is the result of our having made particular choices without full considering their impact on the people who have to live with them.

How people perceive loudness or noisiness of any given sound depends on several measurable physical characteristics of sound. These factors are:

- Intensity - in general, a ten-decibel increase in intensity may be considered a doubling of the perceived loudness or noisiness of a sound.
- Frequency Content - sounds with a concentration of energy between 2,000 Hertz and 8,000 Hertz are perceived to be more noisy than sounds of equal sound pressure level outside of this range.
- Changes in Sound Pressure - sounds that are increasing in level are judged to be somewhat louder than those that are decreasing in level.
- Rate of Increase in Sound Pressure Level - impulsive sounds (i.e., ones reaching a high peak very abruptly), are usually perceived to be very noisy.

Noise is insidious. Research in psychoacoustics has revealed that an individual's attitude, beliefs, and values are greatly influenced by the degree to which a person considers a given sound annoying. The aggregate response of an individual has been found to depend upon:

- Feelings about the necessity or preventability of the noise;

- Judgment of the importance of the primary function of the activity that is producing the noise;
- Activity at the time the individual hears a noise and the disturbance experienced as a result of the noise intrusion;
- Attitudes about the overall neighborhood environment; 0 Feelings of fear associated with noise.
- Like land use and transportation, noise is a quality of life issue which can be impacted through control measures. Unless urban noise control programs are implemented:
- Urban noise levels will increase roughly in proportion to growth in population density.
- A three to four fold increase in the number of residents adjacent to freeways and major highways who will be exposed to noise levels of 67 dBA Leq(h) is projected for the year 2020.
- A 50 percent increase in the number of person-hours of exposure to construction noise by the year 2020.
- Occupational hearing loss and other adverse effects can be expected to increase as the number of exposed workers increase.

Two types of techniques available to Emmitsburg for achieving noise-compatible land uses are: (1) administrative techniques, which can be used by the Town Commissioners to require or encourage noise compatibility; and (2) the physical methods available to architects, designers, developers, and builders for achieving the desired noise-impact reductions. The Planning Commission and Town Commissioners have the responsibility for regulating the development of noise sensitive land uses such as homes, schools, hospitals, and churches in noise impacted areas, or for ensuring that any new development that does occur, is designed to minimize the adverse impacts of noise.

Air Quality

Ambient Air Quality Standards are now in effect for the State of Maryland for sulfur oxides, particulate matter, carbon monoxide, nitrogen dioxide, ozone, and lead.

In 1988, Frederick County exceeded the standard for particulate matter four days out of the sampled fifty-seven sampled days. Particulates are small parcels (up to a nominal size of 25 to 45 microns in diameter) of solid and liquid substances. Sources of particulate matter include fuel burning, industrial operations, incinerators, petroleum refining, agricultural tilling, and motor vehicles.

Particulate matter may irritate and damage the respiratory system and may carry hazardous substances deep into the lungs. Persons suffering from respiratory illness, such as asthma and bronchitis, are particularly susceptible to the effects of particulate matter.

Frederick County consistently meets air quality standards for other pollutants. The metropolitan Baltimore and Washington region, of which Emmitsburg is a part, is currently classified as a non-attainment area for ozone. Sources of air pollution in Frederick County are automobile emissions, aircraft emissions, and heating furnaces. Measures such as maintaining high quality roads, tree planting, requiring reforestation, and encouraging the preservation of natural landscaping address this issue. Although the Baltimore and Washington metropolitan areas have experienced

ozone violations, Frederick County has not. Violations are apt to occur when temperatures arise above 85 F degrees and the winds are from the southwest.

Energy Conservation

The tremendous increase in energy costs over the past two and a half decades has led to a heightened interest in the planning and design of energy-efficient structures and developments. The overall concepts of energy-conscious planning and design include not only reliance on solar and wind power, but the use of such basic design elements as the placement of vegetation for wind diversion or protection, the consideration of temperature variations caused by differing soil types on a particular site, and a myriad of similar basic planning and design guidelines.

Climate responsive design concepts to conserve energy have been used by humans throughout the ages. However, these concepts are viewed by many persons today as totally new and somewhat revolutionary. Climate responsive design simply uses and/or manipulates certain natural features of the environment to aid in the heating and/or cooling of a building.

To accomplish this, the individuals involved in the design and construction processes must pay careful attention to:

- building orientation
- bioclimatic concerns
- physical character of the site
- building form response
- choice of materials
- construction practices
- potential use of passive solar resources Such as solar and natural ventilation

The end result would be as much as a 50 percent savings of the energy which would normally be consumed under current standards.

ENVIRONMENT/SENSITIVE AREAS GOALS/POLICIES

GOAL PRESERVE, PROTECT, AND ENHANCE THE UNIQUE ENVIRONMENTAL AND CULTURAL SENSITIVE AREAS THROUGHOUT THE EMMITSBURG COMMUNITY

POLICY Pursuant to the Maryland Economic Growth, Resource Protection, and Planning Act of 1992, specifically Section 3.05 (a)(1)(viii) and Section 3.05 (a)(2) of Article 66B of the Annotated Code of Maryland, Emmitsburg designates the following environmental and/or cultural resources as Sensitive Areas:

1. Streams and their buffers;
2. 100-Year floodplains;
3. Habitats of threatened and endangered species;
4. Steep slopes;
5. Groundwater resources, particularly with regard to well-head protection areas;
6. Wetlands;
7. Historic, archaeological, and paleontological resources.

POLICY Any growth that occurs after the adoption of these policies should develop in such a way that Emmitsburg's sensitive areas are protected.

POLICY The Town should work with the County and State agencies to establish overall water quality goals and specific standards for individual streams and stream segments.

POLICY The Town should establish a minimum buffer from the bank of streams and will encourage that land in stream corridors be protected through either permanent open space easements or through public ownership.

POLICY The Town recognizes the importance of stream corridors as water quality buffers, wildlife habitat, community edges, and locations for greenways and trails and encourages protection of these buffers from undue disturbance.

POLICY The Town should seek to minimize impacts on streams and floodplains through the adoption of flexible development regulations adjacent to stream corridors and floodplains that offer incentives for sound environmentally sensitive design. The intent of the flexible development regulations should be to promote the use of forested buffers to reduce sedimentation and pollutant loads in streams; to create protective greenway corridors along streams; and to designate and locate new wetlands to be incorporated as part of stormwater systems to filter out pollutants in run-off water and to decrease overall peak water flow.

POLICY The Town should continue to require new developments to connect to central water and sewer systems.

POLICY The Town should discourage the development on slopes with a grade of 25 percent or greater.

POLICY Special performance standards should be used to protect slopes with grades from 15 percent to 25 percent. These standards will include best management practices, locational clearances for clearing and grading, and approval of natural drainage ways.

POLICY The Town should conserve and protect wildlife habitat through the preservation of natural resources including stream corridors, wetlands, and undeveloped areas associated with steep slopes.

POLICY Emmitsburg should work with County and State agencies to protect the habitat of threatened and endangered plant and animal species in and around its watershed area on Hampton Valley Road.

POLICY Proposed development projects in Emmitsburg should be assessed as to whether the project will impact an area designated as threatened and endangered species habitat. Should a proposed development be located in a mapped area, the development project should be referred to the Maryland Department of Natural Resources - Natural Heritage Program, or their successor, for review and comment.

POLICY The Town should coordinate with County and State agencies to preserve existing wetlands and to mitigate their destruction when necessary. Should a

proposed development project include an area of delineated wetland, the project should be referred to the Maryland Natural Resources Administration for review and comment.

POLICY The Town should identify criteria to evaluate the location of new wetlands that are proposed to be constructed in association with storm drainage systems or wetland mitigation projects.

POLICY Forests and vegetation should be preserved along stream corridors to provide a riparian buffer to preserve stream water quality and provide for greenway vegetation.

POLICY The Town should develop an inventory of specimen trees and forest resources for the Emmitsburg vicinity to be used in forest management. Emmitsburg's specimen trees and forest resources should be protected from adverse public or private development impacts.

POLICY Forest banking shall be encouraged along stream corridors.

POLICY The Town should explore approaches to maintaining privately owned Open Space - Conservation areas as permanent open space, which should include the conveyance of conservation easements to the Town and/or designated land trusts.

POLICY The Town should develop and adopt an historic preservation plan and implementation tools to permit the effective preservation of the Town's historic structures and archaeological resources.

POLICY Emmitsburg should promote the private and public partnerships that seek to conserve the Town's historic structures and resources.

POLICY Emmitsburg encourages the adaptive reuse of historic structures and will develop and implement incentives and/or other mechanisms to preserve the Town's built environment.

POLICY The Town strongly encourages that the design of new signs, buildings, and subdivisions not conflict with existing historic structures and street design.

POLICY Emmitsburg should define, delineate, and prioritize critical scenic areas and viewsheds, particularly from Gateway areas, and adopt appropriate design standards to protect these areas.

POLICY Emmitsburg shall develop a continuous Greenway/trail system and will consider strategic purchases of open space areas to provide important trail linkages.

POLICY The Town strongly encourages that all new developments which contain noise sensitive uses including, but not limited to, residential uses, hospitals, nursing homes, and schools be designed to ensure that no noise sensitive use be exposed to highway noise levels which exceed adopted Maryland Department of Transportation highway noise standards.

POLICY To maximize solar access, streets should be oriented east/west to the greatest extent possible and lots should be oriented north/south to the greatest extent possible. The long access of a building should be oriented east/west to the greatest extent possible

POLICY The Town recognizes the significance of the fossil discoveries at Emmitsburg and supports the identification and management of the Town's significant paleontological resources. These could include 1) Signs to identify the significance of the fossil finds; 2) Short-term exploratory work at known fossil sites; 3) Management of the Town's fossil resources and development of a dinosaur tourist attraction at Emmitsburg; and 4) Requirements in the zoning and subdivision ordinances calling for a short-term paleontological survey at the proposed location of new subdivisions and new site plans.

SENSITIVE AREAS DEFINITIONS

The environmental resources designated for protection through the Maryland Economic Growth, Resource Protection, and Planning Act of 1992 are streams and their buffers, 100-year floodplains, habitats of threatened and endangered species, and steep slopes. They are defined as follows:

1. "Stream" means part of a watercourse, either naturally or artificially created, that contains intermittent or perennial base flow of groundwater origin. Ditches that convey surface water runoff exclusively from storm events are not included in this definition.
2. "Stream buffers" are areas which extend a minimum of 100 ft. from the top of each stream bank along both sides of a stream.
3. "Steep slopes" are defined as areas with slopes greater than 25%.
4. The "100-Year floodplain" is the area which, after ultimate development of its watershed based on current zoning, would be inundated by water runoff from a 100-year storm.
5. "Habitats of threatened and endangered species" are areas which, due to their physical or biological features, provide elements for the maintenance, expansion, and long-term survival of threatened and endangered species listed in COMAR 08.03.08. This area may include breeding, feeding, resting, migratory, or over-wintering areas. Physical or biological features include, but are not limited to, structure and composition of the vegetation; faunal community; soils; water chemistry and quality; and geologic, hydrologic, and micro-climatic factors.

ENVIRONMENTAL RESOURCES DEFINITIONS

1. "Wetlands" (defined under COMAR, Title 08.05.04.01) are generally areas that are inundated or saturated by surface water or groundwater at a frequency to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions, commonly known as hydrophytic vegetation.
2. "Wellhead buffers" are areas which extend 100 ft. Around any existing or proposed community water supply well or well site as may be designated on the adopted Water and Sewer Master Plan or the County Comprehensive Plan or the County Comprehensive Plan, or identified during the development process.

3. "Class III waters" (defined under COMAR, Title 26.02.02.134) are protected for the propagation of natural trout populations. These waters are governed by more stringent dissolved oxygen, chlorine, and temperature standards than other waters.

Chapter 11: Implementation Strategies

PURPOSE AND INTENT

The success of a Comprehensive Plan must be measured in terms of its implementation. Only when the recommendations in the Plan are translated into actions can the goals and policies of a plan be realized.

The Emmitsburg Comprehensive Plan is a road map which, if followed, will lay out a path of sustainability for Emmitsburg into the 21st Century. If fully implemented, the goals and policies contained within the Emmitsburg Comprehensive Plan will permit Emmitsburg to absorb its fair share of regional growth while simultaneously preserving and enhancing the fabric of Emmitsburg. Following adoption of the Emmitsburg Comprehensive Plan, steps must be taken to implement the goals and policies which the Town has endorsed. Some of these steps are very short-term in nature and should be taken immediately or within the very near term (i.e., two to five years). Some of the steps, however, will take longer to accomplish. These long-range actions may take five or more years to adequately implement or to formulate mechanisms to allow for their implementation. These short- and long-term action steps are referred to as Action Recommendations.

Comprehensive Zoning and Text Amendments

A primary means of implementing a Comprehensive Plan is through comprehensive zoning map and text amendments. Under comprehensive zoning, a new zoning map covering all of the properties in the Town is proposed and adopted. The Zoning District proposals should be consistent with the land use proposals contained in the Comprehensive Plan map. The zoning text should incorporate changes that follow the policies and action recommendations contained in the Comprehensive Plan.

Development Review Process

The development review process is another means by which the Comprehensive Plan goals, policies, and action recommendations are implemented. The development review process provides for the identification and protection of sensitive areas, including streams and buffers, floodplains, wetlands, steep slopes, and historic and archaeological resources. Mitigation measures to protect the sensitive resources can be required. Developers are also required to comply with stormwater management, erosion and sediment control requirements, and forest resource retention measures.

Infrastructure improvements are also often required as part of the development review process. The extension of water and sewer lines, and the construction of roads, curbs, gutters, and sidewalks may be required. For large developments, developers may be required to contribute park and greenway linkages, to upgrade a water treatment facility or to make off-site road improvements. Where feasible, sites for public utilities should be obtained through the development review process.

This Plan recommends that the City develop a Design Manual setting forth uniform standards for all public improvements to be made in conjunction with development. The Zoning Ordinance and Subdivision Regulations should be updated to facilitate density bonuses and revised standards that are in keeping with the policies

enumerated in this Comprehensive Plan. A set of policies to be made for developments on nonconforming lots of record should also be developed.

Adequate Public Facilities Ordinance

Frederick County adopted an Adequate Public Facilities Ordinance (i.e., APFO) in 1991. The APFO requires that the roads, water and sewer service, and schools serving a new development be found to have sufficient capacity before development occurs. Under the APFO, a developer is allowed to provide the necessary improvements to make a facility or facilities adequate to serve the development. This Plan recommends that Emmitsburg prepare and adopt an APFO.

Interjurisdictional Coordination

Implementation of the Emmitsburg Comprehensive Plan will require the cooperative efforts of several levels of government. Coordination is particularly important between Emmitsburg and Frederick County, particularly as the County begins to update the Region Plan within the next five years. The Region Plan recommendations, particularly the proposed annexation limits, and land use, transportation, community facilities recommendations for areas currently outside of the current Town limits, should be incorporated into the Region Plan. A close working relationship between the Town and the County Board of Education/Public Schools is particularly important to obtaining a future Middle School in Emmitsburg and in securing necessary improvements to Emmitsburg Elementary School. Coordination between the Town and the County Departments of Planning and Public Works is recommended in the administration of ordinances and in storm water management and public facilities planning.

Interjurisdictional coordination between the Town of Emmitsburg and the State of Maryland is also particularly important in the implementation of the Goals and Policies of this Plan. Environmental regulations administered by the State of Maryland apply to such areas as wetlands, air quality, and water quality. Coordination with State agencies is particularly important in the planning, design, and construction of community facilities such as water treatment plants and lines and sewerage expansion. In terms of transportation, coordination with the Maryland Department of Transportation - State Highway Administration is highly recommended with regard to pedestrian and safety improvements to Main Street/MD 140, in funding for interchanges at Welty Road/North Seton Avenue and at South Seton Avenue/Old Frederick Road.

ACTION RECOMMENDATIONS

The following are a list of Action Recommendations. These Action Recommendations focus on specific ordinance changes, studies, or programs which need to be developed to implement the goals and policies contained within this Comprehensive Plan.

LAND USE ACTION RECOMMENDATIONS

1. The Town shall amend its Zoning Ordinance to support the following land use policies:

- a. Implement a Traditional Neighborhood (TND) Overlay Zoning District which is to be applied to the Historic Village Policy Area and shall be the preferred land use pattern in the emerging residential areas in Emmitsburg. The TND Overlay District should include development-related incentives to foster development that offers pedestrian accessibility, visual character, parks and civic areas, and design elements that are in character with Emmitsburg's traditional built environment incorporating streets and alleys that complement and link with Emmitsburg's existing street system. The TND Overlay District should be flexible with regulations for developers willing to undertake a TND project, including changed street widths, curb radii, building setback and yard requirements, building height and scale and parking requirements.
 - b. Effect changes to the Zoning Ordinance to allow density bonuses and other incentives to developers that seek approval for subdivision or site plan designs that promote fully functioning communities. Such designs effectively promote residential neighborhood centers, civic space, and protect environmental and historical features on a site, including dedication of greenway trails, protection of specimen trees or wetlands, and adaptive reuse of historical structures.
 - c. Incorporate Community Design Standards in the zoning and subdivision ordinances that address pedestrian-friendly subdivision layouts and street/alley standards for new developments.
2. The Town should prepare and implement a Greenways and Recreation Plan for Emmitsburg.
3. The Town should consider adoption of an Adequate Public Facilities Ordinance and apply the provisions of the ordinance to new development proposals within Emmitsburg.

TRANSPORTATION ACTION RECOMMENDATIONS

1. The Town should coordinate with State and County governments to reduce vehicular congestion in the Town Center through the development of programs to discourage through commercial truck traffic on Main Street and Seton Avenue.
2. The Town should work with State and County governments to construct interchanges along US 15 at Welty Road/North Seton Avenue and at South Seton Avenue/Old Frederick Road.
3. The Town should seek funding and dedications to construct a Northern Bypass around Emmitsburg which will be designed to route through traffic outside of the Main Street corridor.
4. The Town should work with Mount Saint Mary's College, the Maryland Department of Transportation, and Frederick County to fund the design and construction of a pedestrian way/bikeway extending from the College to the Town along Old Emmitsburg Road and South Seton Avenue.
5. The Town should seek improvements to Annandale Road and, possibly, Scott Road to accommodate increased vehicular traffic.
6. The Town should implement Traffic Calming and Mobility Techniques to reduce traffic speeds and increase pedestrian safety in downtown Emmitsburg.
7. The Town should prepare and implement a Greenways, Pedestrian and Bicycle Plan which will link the network of sidewalks, walking trails, and bike lanes/bikeways throughout the Town.

8. The Town should prepare and implement revised Design Standards for Streets and Alleys which are intended to incorporate the desirable qualities found in Emmitsburg's older street system within new developments. New developments should utilize the revised Design Standards in order to continue Emmitsburg's traditional street design.
9. A permanent Park and Ride Lot will be established within Emmitsburg to accommodate commuter parking, commuter bus traffic, and carpools/vanpools and to reduce the use of single occupant vehicles for commuter trips.
10. The Town should implement a Parking Management Program to improve parking access throughout the downtown area.

HOUSING ACTION RECOMMENDATIONS

1. The Town should periodically review housing needs and costs. If housing affordability becomes an issue within Emmitsburg, then the Town should prepare and implement Affordable Housing Incentives that may be awarded to developers or builders who submit for approval subdivisions or that offer creative design concepts that will provide a full range of housing types.
2. The Town should establish an Emmitsburg Economic Development/Renewal Organization, with broad-based community membership, to implement economic development initiatives in the Town and to ensure and expand participation of citizens, businesses, institutions, and the Town in promoting economic development opportunities in Emmitsburg. This organization should have a part-time staff person and an adequate resource base to accomplish its mission.
3. The Town should establish an Emmitsburg Main Street Program, with broad based community membership that represents various sectors of the downtown business community and has a part-time staff person and an adequate resource base to promote downtown businesses and to promote the economic interests of the downtown business community.

COMMUNITY DESIGN ACTION RECOMMENDATIONS

1. The Town should prepare and implement Community Design Standards and include these concepts in the zoning and subdivision ordinances. The Community Design Standards should include mixed-use pedestrian-friendly subdivision layouts, revised street/alley standards for new developments, sustainable design concepts, and should promote the desirable qualities of older town design in new developments in Emmitsburg. The Community Design Standards shall also apply to the range of land uses within Emmitsburg.
2. The Town should implement a Traditional Community Zoning Overlay Zone which will apply to the Historic Village Policy Area and shall be the preferred land use pattern in all of the planned residential areas in Emmitsburg.
3. The Town should prepare and adopt Incentives for Superior Community Design that shall be awarded to developers or builders who submit for approval site plans, subdivisions or building plans that exhibit superior quality and creative design which emphasize the mixed use development patterns or structural characteristics that are found in Emmitsburg's Town Center.

4. The Town should develop and adopt Gateway Design Standards that are intended to reduce visual clutter and protect the heritage of Emmitsburg's built environment from incompatible design and structural eyesores.

COMMUNITY FACILITIES ACTION RECOMMENDATIONS

1. The Town should consider acquiring land for dedication as a future Middle School Site within Emmitsburg.
2. The Town should consider acquiring land for dedication as a future High School Site within Emmitsburg.
3. The Town should prepare and implement a Greenways and Recreation Plan for Emmitsburg that will link existing and planned community activity areas through open space corridors, such as stream valleys, trails, pedestrian walkways, sidewalks, and bikeways
4. The Town should modify the subdivision regulations to link the recreation "fee-in-lieu" for parkland dedications to a certified appraisal process rather than a set fee for lot.
5. The Town should adopt standards that encourage fire sprinkler systems in all new townhouse and multi-family residential construction in Emmitsburg.
6. Emmitsburg should seek to expand its branch public library to a Regional Public Library facility in accordance with the criteria established by the Frederick County Public Library system.
7. The Town should amend the Emmitsburg Zoning Ordinance to ease the process to establish child care or senior care within Emmitsburg.
8. The Town should work to ensure that the water system will be improved to serve both current and future planned users and residents, while encouraging water conservation throughout Emmitsburg.
9. The Town should pursue all methods available to remove excessive infiltration and inflow into the municipal sewerage system.

ENVIRONMENTAL/SENSITIVE AREAS ACTION RECOMMENDATIONS

1. The Town should develop and implement a program to reserve and protect stream valley buffers/corridors and establish water quality goals. This program should include mapping of all stream valley corridors to include riparian buffer delineation, recommendations for appropriate buffer vegetation to promote stream bank stability and reduce nutrient and other pollutants from entering streams, establishment of flood protection guidelines, and reservation of corridor areas for future greenway/trail alignments.
2. The Town should develop and adopt a Watershed Management Plan, involving an expanded stormwater management strategy which may include consideration of municipal detention facilities and which seeks to minimize the increasing demands on floodplain storage capacity in developing areas by coordinating floodplain protection efforts.
3. The Town should identify large tracts of remaining wetlands and strive to connect them by forested areas, thereby linking presently isolated tracts into an interconnected network of wetlands.
4. The Town should re-evaluate its setback requirement from designated floodplains based upon an analysis of proposed land uses, soil types, slopes, and wildlife habitat.

5. The Town should work to protect lands in defined stream valley buffer/corridors through the use of permanent open space easements through development exactions, and through donations and fee simple purchase.
6. The Town should develop and adopt appropriate planning and implementation tools to permit the effective preservation of the Town's significant historic and archaeological resources.
7. The Town should develop and adopt Gateway Design Standards that are intended to reduce visual clutter and protect scenic vistas from incompatible design and structural eyesores.
8. The Town should adopt a Highway Noise Overlay Zone that will encourage the use of physical methods, including structural and vegetative techniques, by architects, designers, developers, and builders to achieve desired noise impact reductions.
9. The Town should examine and modify its existing regulations to remove impediments and encourage energy efficient building design, including passive and/or active solar structures.

